NEW SERIES—No. 1.

SELECTIONS FROM THE RECORDS

OF THE OFFICE OF THE

FINANCIAL COMMISSIONER, PUNJAB.

Published by Authority.

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SELECTIONS FROM THE RECORDS

OF THE

FINANCIAL COMMISSIONER'S OFFICE, No. 27.

No. LV.—RECENT PAPERS ON LEADING QUESTIONS RELATING TO SETTLEMENT AND LAND REVENUE ADMINISTRATION.

FORMATION OF AN AGRICULTURAL DEPARTMENT.

H. 10 (11)

No. $\frac{2}{144\text{-}156}$

EXTRACT *from the Proceedings of the Government of India, in the Revenue and Agricultural Department (Revenue); dated Simla, the 4th October* 1881.

READ—

Letter from the Government of the Punjab, No, 208, dated the 24th February 1879.

Letter to the Government of the Punjab, No. 138, dated the 11th March 1879.

Letter from the Government of the Punjab, No. 104, dated 30th January 1879.

Letter to the Government of the Punjab, No. 140, dated 11th March 1879.

Letter to the Government of Bengal, No. 314, dated 30th June 1879.

Letter to the Government of the North-Western Provinces and Oudh and the Punjab, Nos. 377 and 378, dated the 14th August 1879.

Letter to the Government of Bombay, No. 379, dated the 14th August 1879.

Letter from the Government of Bengal, No. 1754-699 L.R., dated the 4th September 1879, and enclosures.

Communication to the Government of Bengal, No. 494, dated the 13th October 1879.

Letter from the Government of the North-Western Provinces and Oudh, No. 2622, dated 26th December 1879, and enclosures.

Letter to the Government of the North-Western Provinces and Oudh, No. 39, dated 15th January 1880.

Letter from the Government of Bombay, No. 6674, dated the 15th December 1879, and enclosure.

Letter from the Government of the Punjab, No. 822C., dated the 9th September 1879, and enclosure.

Letter from the Government of the Punjab, No. 474, dated the 29th September 1879.

Letter from the Government of the Punjab, No. 1117, dated the 13th October 1879, and enclosure.

Letter to the Government of the Punjab, No. 526, dated the 7th November 1879.

Letter from the Government of the Punjab, No. 315, dated the 17th March 1879, and enclosure.

Letter to the Government of the Punjab, No. 217, dated the 2nd May 1879.

Letter from the Government of the Punjab, No. 376C., dated the 5th July 1879, and enclosures.

Letter to the Government of the Punjab, No. 422, dated the 29th August 1879.

Letter from the Government of the Punjab, No. 1278, dated the 1st December 1879, and enclosures.

Letter to the Government of the Punjab, No. 14, dated the 6th January 1880.

Letter from the Government of the Punjab, No. 1277, dated the 1st December 1879, and enclosure.

Letter to the Government of the Punjab, No. 6, dated the 3rd January 1880.

Letter from the Government of the Punjab, No. 459, dated the 20th May 1880, and enclosures.

Letter to the Government of the Punjab, No. 289, dated the 25th June 1880.

Letter from the Government of the Punjab, No. 324S., dated the 18th August 1880, and enclosure.

Letter to the Government of the Punjab, No. 415, dated the 3rd September 1880.

Letter from the Government of the Punjab, No. 1128, dated the 22nd November 1880, and enclosures.

Letter to the Government of the Punjab, No. 15, dated the 7th January 1881.

Letter from E. Stack, Esq., C.S., Assistant Collector, Bareilly, No. 3161, dated the 7th December 1880.

"Memorandum upon Current Land Revenue Settlements in the temporarily-settled parts of British India," by E. Stack, Esq.

RESOLUTION.

In August 1879, at a time of financial pressure, it appeared to the Government of India to be expedient to invite Local Governments, under which settlement operations were proceeding, to review any re-settlements in progress, to contract the work where it did not seem likely to be remunerative, and to bear in mind that fresh proposals for revision of settlement would not be favourably entertained unless it would be shown either that the undertaking would yield a sufficient pecuniary return, or that special circumstances existed which would justify unremunerative outlay. A communication in this sense was addressed to the Governments of the North Western Provinces and Oudh and of the Punjab. The Government of Bombay was asked to consider whether similar instructions might be usefully applied in the Bombay Presidency; and the Government of Bengal had been requested at a somewhat earlier date to supply information regarding the cost of settlement work then in prospect and its probable financial results. It was not thought necessary to address other Local Governments and Administrations, either because the settlements in course of execution were first settlements, as in Madras and British Burma, or because the Government of India was already in correspondence with the Local Administration on the subject of settlements, as in the case of Assam, or, lastly, for the reason that the period, as in Berar, when any districts would be due for revision of settlement was, as yet, more or less remote.

2. In the course of the discussions which preceded and followed the issue of the orders of August 1879, it was represented that re-settlements are not infrequently unsuccessful from a merely financial point of view; that a regular revision of settlement, comprising re-measurements and a renewal of the record of rights, must inevitably harass for several years the people of the district where it is being conducted; that such re-settlements temporarily depreciate the value of landed property; that, until the revised assessments are announced, they check improvement; and that, for these and other reasons, they cost the people a good deal, besides what they cost to the general treasury. It appeared, however, that the Government of India was hardly in a position to determine what precise weight should be attached to these and similar arguments, because, although much information bearing upon some of them, and more especially upon the question whether revision operations are financially profitable, was scattered throughout a variety of settlement reports and treatises, no attempt had been made to bring together the material particulars in a compendious and accessible compilation, or to sum up the history of all regular settlements now current in India, with special regard to their financial results.

3. Mr. E. Stack, C.S., then Officiating Under Secretary in the Home, Revenue and Agricultural Department, was accordingly requested to prepare the memorandum mentioned in the preamble, with the object of presenting a sketch of all the temporary land revenue settlements now in force, and of comparing the expenditure upon them with the increase of revenue obtained. Mr. Stack carried on this work in intervals of leisure while he was acting as Under Secretary to the Government of India up to the beginning of April 1880. He was then retained on special duty for a short time, and the work, with the exception of certain statistics from the Bombay Presidency, was practically finished by the middle of the following June. The information from Bombay was received in August 1880; and printed copies of the Memorandum were ready for the perusal of the Government of India in December last. All or most of the several sections of the Memorandum had been submitted to the criticism of competent revenue authorities in the different provinces before they were finally printed off.

3. The Governor-General in Council has read the work thus prepared with much interest. It has been ably compiled with conspicuous industry and great research, and is highly creditable to Mr. Stack. As a work of reference, the Memorandum will prove extremely valuable, not only in the Secretariats of the Government of India and of the Local Governments and administrations, but also for the use of settlement officers in all parts of the Empire. By affording a clear and comprehensive view of the different systems adopted in different provinces, it will tend to promote a general knowledge of methods of settlement which will be of material assistance to those engaged upon such duty.

5. Of the Local Governments more or less directly addressed in connection with the question of continuing or beginning revisions of settlement, the Government of Bengal forwarded a report of the Board of Revenue, from which it appeared that the increase of revenue anticipated from the settlements to be undertaken in 1879-80 was estimated at 33·8 per cent. on the outlay; the Government of Bombay represented that in the regulation districts of the Presidency the annual increase in the land revenue, arising from enhancements imposed at re-settlement, was so large that no question could exist as to the financial advantage of continuing and completing the revision; and the Government of the North-Western Provinces and Oudh, whose views were accepted by the Government of India, urged that, as the assessments of Moradabad, Agra and Hamirpur were nearly finished, and as the expenditure on the survey in Banda and Karwi would be thrown away if the settlement were stopped, the operations in progress should not be interrupted. The Government of the Punjab submitted no direct reply to the letter of August 1879; but it has since, for reasons fully explained in each case, obtained the sanction of the Government of India to the commencement or continuance of revisions of settlement in the Sirsa, Hoshiárpur, Jullundur, Ludhiána, Ráwalpindi and Simla districts.

6. The Governor-General in Council has now considered the correspondence above recapitulated in the light of the information collected in the Memorandum by Mr. Stack. There is not, at present, any question of discontinuing settlement operations which are already in progress; nor is it upon any grounds of financial pressure that general orders now appear to be required. But, having regard to the cost of re-settlements and to the harassment of the people which detailed enquiries at every revision of settlement entail, the Governor-General in Council considers that the principle of the orders of August 1879 should now be re-stated and its application extended to other provinces besides those to which it has already been applied. No revision of settlement should therefore be commenced by the Governments of the North-Western Provinces and the Punjab, or by the Chief Commissioners of the Central Provinces or Ajmere, without the previous sanction of the Government of India; and it is to be understood that in making applications for such sanction, it should be shown either that an increase of revenue proportionate to the expenditure on the settlement is to be expected, or that sufficient administrative reasons exist for entering, without the prospect of a substantial return, upon a work which in itself is costly to the Government and harassing to the people.

7. The advantage or otherwise of undertaking a revision of settlement will thus always come under careful review; and it may here be mentioned that the consideration of this problem involves, amongst others, four important data, *viz.* :—

(1) the cost of operations;
(2) the period during which operations will continue;
(3) the increment of revenue expected;
(4) the incidence of the existing assessment on individual landholders.

Of these data the first and the third are, financially, of most consequence, since the basis of the principle now accepted by the Government of India is the proportion of cost of operations to increment of revenue. But from an administrative point of view, both the second and the fourth data require particular attention, on account, in the first case, of the vexation caused to the agricultural population by lengthened operations, and, in the second, of the unfairness to individual proprietors which inequality of assessment involves.

8. In the interests both of the exchequer and of the agricultural population, it is necessary that every measure should be adopted to forestall and reduce the cost of actual settlement operations; and it is for this purpose fortunate that, under the programme drawn out in the proceedings of the Famine Commissioners, one of the earliest and most important duties of every Local Government will be the establishment of an organisation devised for the purpose of maintaining, in respect to every estate in the province, continuous records of their financial and agricultural condition, from which the information required for the assessment of land revenue ought to be available at the least possible expenditure both of money and of time. On this subject a fuller expression of the views of the Government of India will shortly be

communicated to Local Governments and Administrations. But it may be said at once that the officials who will be entrusted with the development of the special organisation should direct their earliest and most strenuous efforts to perfecting the system in those districts or tracts of country which will first come under settlement in the future.

9. Assuming, then, that action will have been taken to reduce the cost of re-settlement to its lowest possible figure, the Government of India observes that the orders of August 1879, which admitted that over-rigid instructions would be inapplicable to the case, at the same time indicated that where the annual increase resulting from a re-settlement would amount to not less than one-fifth of its total cost, there would be no reason either to defer it or to restrict its scope; but that where the prospective annual increase was no more than one-tenth of such cost, it would not, under the financial conditions which then existed, be worth while to incur it. Although, however, this indication has been given of the character of the calculation which has been made, there is certainly no intention to lay down any hard-and-fast rule of arithmetical proportion as binding on any Local Government or Administration. It will suffice to say that the relation between the outlay and the financial return expected therefrom should always be considered; that where a re-settlement would clearly yield (1) no increase of revenue, or (2) less than a profitable rate of interest on the expenditure, it would ordinarily be preferable not to enter upon it; and lastly, on the other hand, that where special administrative reasons for a revision of settlement, such as the necessity for correcting inequality in the incidence of the land revenue, might be shown to exist, the Government of India would be prepared to entertain proposals for a re-settlement, notwithstanding the absence of any prospect of financial advantage. The main point to which attention is now directed is that, in future, no settlement is to be undertaken without the previous sanction of the Government of India, before whom a carefully prepared estimate of financial results must first be placed.

10. In Oudh, British Burma, Berar and Orissa many years must elapse before any revisions of settlement come under consideration; and the instructions contained in the preceding paragraphs should be borne in mind by the several local authorities charged with the administration of those parts of India, not as anticipating any decision upon circumstances which are as yet too remote to be taken into view, but as expressing the opinion of the Governor-General in Council as at present advised, and, in particular, as requiring a reference to the Government of India before any re-settlement shall be actually begun. To the comparatively unimportant re-settlements of Government and temporarily-settled estates and of alluvial accretions undertaken here and there in parts of the Lower Provinces other than Orissa, the foregoing orders do not apply; but the Governor-General in Council considers that the Lieutenant-Governor of Bengal when determining, upon his own authority, what re-settlements of this class shall, from time to time, be made, should be guided, as far as possible, by the principles, as above explained, which the Government of India will observe when dealing with proposals for the revision of larger settlements which are submitted to itself.

11. Pending the result of administrative reforms involved in the programme of the Famine Commission, it is premature to make any forecast of the measures which can be taken for reducing the work of re-measurement and local enquiry at future settlements. The question, however, has already received some attention in different parts of India. Thus, in the Bombay Presidency attempts have been made to dispense to some extent, with re-measurement and re-classification of soils. In the Presidency of Madras strong hopes seem to be entertained that the rates could be raised without a fresh survey or revision of the records. In the North-Western Provinces one of the chief objects of the Agricultural Department has been to secure the maintenance of correct village papers, and thus to facilitate the revision of the next settlement. In Oudh endeavours will be made in the same direction, but it is not yet known whether at the next revision of settlements it will be found possible to dispense with fresh surveys and renewed classification of soils. The Punjab Government has accepted the principle that, where local circumstances admit, re-measurements and detailed revision of the record of rights should be foregone at re-settlement. And, lastly, the Chief Com-

missioner of British Burma has devised the system embodied in his Directions to Revenue Officers for the purpose of giving effect to this object.

12. On the other hand, there are certain provinces where it would be an advantage if the matter were now discussed. As regards the Hyderabad Assigned Districts, there is some reason to believe that a fresh record of rights will be indispensable; and in the Central Provinces, apparently both a fresh survey and a new record of rights will be required in anticipation of a new settlement. For the Province of Assam a Revenue Code has been drafted, and possibly on its submission the Government will have an opportunity of considering how the principle here in view could best be applied in that part of the country. But as the Resident at Hyderabad, the Chief Commissioner of the Central Provinces and the Chief Commissioner of Assam have not hitherto been addressed on the subject of this and the last preceding paragraph, the Government of India would be glad to be favoured with any remarks they may have to make upon it. The points for their consideration are (1) whether when re-settlements fall due it will be possible to circumscribe the procedure by dispensing wholly or partially with either re-measurement or re-classification of soils or revision of the record of rights, and (2) whether any measures are now practicable which would facilitate the adoption of such a restricted procedure hereafter when the time for re-settlement is at hand.

13. It will be apparent from the views now adopted by the Government of India that failure to maintain a correct agricultural record may result either in serious financial loss to the State or in the institution of operations which are harassing to the agricultural population. In some provinces the administrative machinery required for the maintenance of such records already exists in good working order; in others it is intended that it shall either be created or improved. In all cases, no efforts should be spared to give the fullest effect to the wishes of the Government in this matter. The Governor-General in Council therefore requests that Local Governments and Administrations will impress upon the executive officers who are or will be responsible for the continuous maintenance of the records, which, properly kept up, would reduce the cost and labour of revising settlements, the great importance which he attaches to the proper discharge of this duty and the necessity which will arise for a full explanation should it, in any case, be performed with less completeness than is allowed by the means available for its fulfilment.

	Copies.
Government of Madras	20
" of Bombay	20
" of Bengal	12
" of North-Western Provinces and Oudh	30
" of Punjab	30
Chief Commissioner, Central Provinces	10
" British Burma ...	30
" Assam	12
" Coorg	3
" Ajmere	3
Resident at Hyderabad for Berar ...	5
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ORDER.—Ordered, that copies of the Memorandum by Mr. Stack be distributed as shown in the margin to Local Governments and Administrations for information and for communication to settlement officers:

That the above Resolution be forwarded to the Governments of Bengal, the North-Western Provinces and Oudh, and the Punjab; to the Chief Commissioners of the Central Provinces, British Burma, Assam, and Ajmere, and to the Resident at Hyderabad for Berar, for information and guidance; and to the Governments of Madras and Bombay, and the Chief Commissioner of Coorg for information.

Also that the Government of the North-Western Provinces and Oudh be requested to communicate copy of the Resolution to Mr. Stack, and that copy of the Resolution and the Memorandum be transmitted to the Secretary of State for India.

Also that a copy of the Resolution and Memorandum be forwarded to the Finance and Foreign Departments; and that the Resolution be published in the Supplement to the *Gazette of India*.

[TRUE EXTRACT.]

E. C. BUCK,

Offg. Secretary to the Government of India.

Nos. $\frac{6}{340-50}$ G.

EXTRACT *from the Proceedings of the Government of India, in the Revenue and Agricultural Department; under date Calcutta, the 8th December* 1881.

GENERAL.

READ again—

Report of the Famine Commission, Parts I and II.

Read also the following correspondence with the Secretary of State on the formation of an Agricultural Department in India :—

To the Secretary of State, No. 19, dated the 14th March 1881.

From ditto, No. 55, dated the 16th June 1881.

Resolution by the Government of India, in the Home, Revenue, and Agricultural Department, No. 21—886-914, dated the 4th July 1881.

Read also the following correspondence on the subject of the formation of an Agricultural Department in British Burma :—

From the Chief Commissioner of British Burma, No. 2766—14A., dated 27th April 1881.

To	ditto	ditto.	No. 210, dated the 25th June 1881.
From	ditto	ditto,	No. 5569—14A., dated the 15th August 1881.

To Secretary of State, No. 174 (Financial), dated the 1st July 1881.

From ditto, No. 77, dated the 25th August 1881.

Read also the following :—

Letter from the Government of the North Western Provinces and Oudh, No. 2615, dated the 22nd December 1879, on the subject of a fluctuating land revenue demand in exceptional districts.

Resolution of the Government of India, in the Revenue and Agricultural Department No. 2—144-156, dated the 4th October 1881, reviewing Mr. Stack's memorandum upon the land revenue settlements in the temporarily-settled parts of British India, and enunciating the circumstances under which revisions of settlement may be commenced.

RESOLUTION.

IN June last, when sanctioning the reconstruction of the Revenue and Agricultural Branch of the Government of India Secretariat, Her Majesty's Secretary of State invited a further consideration and development of the proposals of the Famine Commission in regard to the purposes and duties of Agricultural Departments in India. The main objects which the Commission had commended to the notice of such Departments were broadly described by His Lordship in the following terms :—

Firstly.—More complete and systematic ascertaining and rendering available of the statistics of vital, agricultural, and economic facts for every part of India, in order that Government and its officers may always be in possession of an adequate knowledge of the actual condition of the country, its population, and resources.

Secondly.—The general improvement of Indian agriculture, with the view of increasing the food-supply and general resources of the people.

Thirdly.—Better and prompt organization of famine relief, whenever the actual approach of famine may be indicated by the statistical information.

The objects thus delineated may be briefly designated as agricultural inquiry, agricultural improvement, and famine relief.

2. It may be admitted that in dealing with questions of such consequence and magnitude as those indicated in the preceding paragraph, the Government of India has hitherto stood at considerable disadvantage. Though, under Lord Mayo's administration, a Department of Revenue, Agriculture and Commerce was created at the head-quarters of Government, the actual form which the Department assumed departed widely from Lord Mayo's conception of its proper constitution. Burdened with multiform and manifold duties, the new Department had neither the leisure nor the power to take up either directly or efficiently the many problems which affect the agriculture and rural economy of the Empire. Apart from the difficulties inseparable from the undue amount and variety of business thrown upon the Central Bureau, there was not in 1871 a single institution under any of the Provincial Administrations which had been devised for the furtherance of similar ends. It is hardly surprising, therefore, that, in the absence of any provincial organization with which to hold correspondence, the Government of India, itself seldom initiative in action and depending in its execution of large measures upon the agencies which Local Governments can supply, found its injunctions inoperative and its schemes without positive result. The position at the present time is very different. In response to the invitation extended by the Imperial Government to the various provinces of the Empire, that they should adopt the recommendation of the Famine Commissioners to establish local Departments of Agriculture, a favourable acceptation of the proposal has already been received from many quarters. In the North-Western Provinces a Department has for four years been established, and a well organized provincial agency thereby secured, the duties of which the Local Government has now proposed to extend. An opening has long been afforded in Madras for the extension of agricultural knowledge in the establishment of an experimental farm and college at Sydapet. The sanction of the Secretary of State has already been received to the creation of an Agricultural Department in Burma. The Government of Bombay, moving in the same direction, has submitted its proposals to the Government of India and the Secretary of State. The Government of the Central Provinces has taken similar action, and a scheme for the attachment of an Agricultural Branch to the Settlement Department in the Punjab is at present before the Government of India. The time, therefore, has now come when the Government of India can hope to give a wider expansion to the ideas of 1871.

3. In giving expression to their recommendations the Famine Commissioners have with great distinctness intimated that, apart from any special organization which may be required to meet the exigencies of famine, or to enter into any new field of agricultural experiments, a permanent agency should be closely associated with the existing authorities in each province for the systematic prosecution of agricultural *inquiry*. The importance of this view, which directs attention to those duties of the Agricultural Department which must precede any attempt at agricultural *improvement*, has hitherto been far too greatly overlooked. Indications, not altogether absent from the proposals submitted in connection with Agricultural Departments have, from time to time and in various ways, been afforded to the Government of India that in public and official opinion the first and main duty of an Agricultural Department is to be the conduct of agricultural experiments and the supervision of model farms. This supposition is one which, at the outset, it is desirable to correct, as it obscures the relative importance of the various objects which the Agricultural Departments now contemplated are intended to fulfil.

4. Of the three objects distinguished by the Secretary of State as the special aim of Agricultural Departments, the third, or that relating to famine relief, will not, on the present occasion, be particularly discussed. The Draft Famine Code prepared by the Secretary to the Famine Commissioners is still before various local authorities, and until their views are known, it would be premature to consider what special or temporary arrangements should be made in time of famine, of which happily there is no prospect during the present season. Consideration must, therefore, be primarily given to the development of a permanent organization in each province of such a character as may be most compatible with existing administrative arrangements with the view of confiding to it the execution of those measures which may be required for the maintenance of a thorough system of agricultural inquiry.

Such an inquiry cannot fail to lead, in the course of time, to sounder conclusions as to the direction in which it is desirable either to attempt agricultural improvement, or to afford protection to the agricultural population against the difficulties and dangers of famine and drought.

5. The desirability of closely associating the permanent organization thus required with the existing administrative staff is, throughout the report of the Famine Commissioners, strongly indicated. The system, they write, should be "worked by the ordinary official staff, supplemented, where necessary, to meet the special circumstances of the case." Financial exigencies, indeed, render it imperative that no other course should be adopted. While therefore insisting on the necessity for a permanent establishment for the purpose of collecting and keeping up to date the knowledge of the country necessary for its administration, the Government of India does not desire to prescribe any definite rules for an uniform organization. Necessarily, its shape must vary with the character of the arrangements already in force under each Government. In some provinces the existing machinery may be regarded as needing no more than some slight re-adjustment or modification. In others, the question may arise of transferring to the control of an Agricultural Department duties now performed under the supervision of some other authority; elsewhere the probability of more extensive alterations may have to be faced. In all cases the necessity of securing to the Agricultural Department an accurate and comprehensive knowledge of agricultural life and practices is to be thoroughly considered. But it is equally imperative that economy and the utilization to the fullest extent of means already available should be accepted as the guiding principles of administrative arrangements. Subject to these remarks, the first question which the Government of India desires to consider in communication with Local Governments and Administrations is in what way a permanent organization can be made most conveniently to meet the local circumstances of each province.

6. In this connection the advantage of bringing an Agricultural Department, in that section of its duties which appertains to agricultural inquiry, into close connection with any official organization already constructed or at any future time required for the assessment of revenue, for the investigation of rent rates and other issues between landlords and tenants, or for the revision and maintenance of village records, cannot be overlooked. In the words of the Famine Commissioners, "the success of an Agricultural Department would mainly depend on the completeness and accuracy with which agricultural and economic facts are collected in each village and compiled in each sub-division and district throughout the country." The department would thus naturally acquire that very knowledge which it has hitherto been the main effort of a settlement staff to attain. Without doubt, too, a permanent department of this kind would, in course of time, become more competent to deal with questions of settlement, demanding as they do an intimate acquaintance with agricultural conditions, than any temporary department forced to gain a hurried experience at great cost to the country during the actual process of assessment. Nor must it be forgotten that as the department would be a permanent branch of the ordinary administration, the evils which attend the influx of temporary establishments, or which result from prolonged and harassing investigations, would, as indicated in a recent resolution on revision of settlements, be avoided.

7. The Lieutenant-Governors of the Punjab and the North-Western Provinces have substantially accepted these views in proposing to connect the work of the new departments very closely with the conduct of, or the preparation for, settlement operations.

The administrative arrangements have hitherto differed somewhat widely in these two provinces. In the North-Western Provinces, an Agricultural Department has during the last few years, been entrusted with the establishment and improvement of the subordinate machinery by which village statistics are maintained, and by which the history of every estate in the province is annually placed on record. But hitherto no direct duties have been assigned to the department in connection with settlement proceedings. In the Punjab, on the other hand, there exists a practically permanent settle-

ment staff, but its connection with any particular district ceases on the completion of assessment; no complete system has been adopted for the continuous collection and record of agricultural information. The Government of the North-Western Provinces has now proposed that its Agricultural Department should undertake the work of preparing districts for settlement, whilst the Punjab Government desires to place all permanent duties connected with agricultural inquiry and improvement under its existing settlement staff. Thus, the final result, though approached from opposite directions, is in both provinces identical. A similar combination may elsewhere be found practicable by which the Agricultural Department can be made to form an essential link in the administrative chain. It is neither necessary nor advisable that the new department should either exercise independent authority or should interfere with the responsibility of the local officials who are at present charged with the duty of maintaining any system of agricultural records and observation. The department may undoubtedly be utilized by the governing authorities in assisting them to control and maintain any organization required for the continuous supply of agricultural information, yet its chief duty will be to deduce from the facts and figures thus supplied those conclusions or suggestions which the Famine Commissioners have shown to be necessary to the administration of a province.

8. In considering this part of the subject, it is necessary to point out that the agricultural inquiry should not be confined to the mere collection or collation of *statistics* in the ordinary acceptation of the term. An examination of the portion of the Famine Commissioners' report which deals with agricultural inquiry will show that, in recommending with reiterated force an intelligent system of investigation, their final object is to urge through its means, and as a practical outcome of its results, the policy of maintaining agricultural operations at the highest attainable standard of efficiency. The Government of India fully accepts this definition of a most important aim of agricultural inquiry. The maintenance of agricultural operations implies the full sustenance of agricultural labour and the complete provision of agricultural requirements, and in India this means that cultivators, their families and cattle, must be properly fed, and their need for labour, irrigating machinery, and agricultural implements adequately met. Now insufficiency of food as well as the deterioration or lack of mechanical appliances must diminish the effectiveness of labour, and thereby reduce the produce of the country. If, therefore, through rack-renting or any unsuitable system of collecting rent, if from inability to obtain capital on reasonable terms, or if from accidents of season and other causes, the amount of produce becomes less than sufficient to provide the sustenance and appliances required by labour and land, it becomes the imperative duty of Government to ascertain whether any legitimate means can be provided to check the degradation of agriculture which must otherwise ensue. On the other hand, if by any means the efficiency of agricultural operations can be increased, a larger amount of produce will be available both for the support of labour and the provision of mechanical requirements, and also for the rent fund from which the land revenue of the country is derived. Thus, apart from any consideration of the suffering due to an inadequate food-supply, a great economic error is committed if the agricultural operations of the country are allowed to fall below the standard of full efficiency. The relief or prevention of such deterioration is therefore an object which should have prominence in the work of every provincial Agricultural Department.

9. In investigating the conditions under which the agriculture of any part of a province is exposed to deteriorating influences, it is necessary, first, to localize the evil, then to discover its cause, and finally, to devise such protective arrangements as may remove or alleviate its injurious action. In India no causes tend more forcibly to the inefficiency of agricultural operations than the uncertainty of produce due to variation of season and the incompatibility of fiscal arrangements with this condition. The numerous indications which are given of agricultural distress in various parts of the country are found with few exceptions to point to the existence of these factors as its prime causes. The first step, therefore, in the required direction is to submit each province to a careful examination and to ascertain the

INSTALMENTS FOR THE COLLECTION OF LAND REVENUE.

CIRCULAR No. 15 R.

EXTRACT *from the Proceedings of the Government of India, Revenue and Agricultural Department; under date Simla, the 3rd May 1882.*

REVENUE.

READ—

Circular to Local Governments and Administrations, No. 1—61 to 70, dated the 27th January 1881, with enclosure, regarding the instalments for the collection of the land revenue.

Letter from the Government of Madras, No. 914, dated the 11th June 1881, with enclosure.

Letter from the Government of Bombay No. 1111, dated the 23rd February 1881, with enclosure.

Letter from the Government of Bengal, No. 175T, dated the 10th May 1881, with enclosures.

Letter from the Government of the North-Western Provinces and Oudh, No. 425 dated the 26th March 1881.

Letter from the Chief Commissioner of the Central Provinces. No. 2175—21, dated the 14th June 1881, with enclosure.

Letter from the Chief Commissioner of British Burma, No. 6114—25L., dated the 3rd September 1881, with enclosures.

Letter from the Chief Commissioner of Coorg, No. 216—11, dated the 27th May 1881, with enclosure.

RESOLUTION.

IN a recent Resolution No. 6—340 to 350, dated 8th December 1881, regarding the institution of Agricultural Departments in India, the meaning and scope of the principle, that agricultural operations should be maintained at the highest standard of efficiency possible, under existing conditions, have been fully explained. With the view of illustrating and urging the practical application of this principle in one particular branch of revenue business, the Governor-General in Council now desires to draw the early attention of Local Governments to the system under which instalments of land revenue payable by land-holders to Government are distributed over the year.

2. In considering this subject, no attempt need be made to deal with the wider and more vexed questions connected with the method of assessment and collection of land revenue, different proposals have been made from time to time with the view of relieving the strain on the agricultural community caused by vicissitudes of season or otherwise due to fluctuations in yield. Some authorities would, completely or partially, revert to the system of collecting a portion of the produce realised at each harvest; others have advocated divers methods of assessment, involving the variation of cash payments with the character of the season. It is not at present proposed to enter upon any review, or invite any discussion of these important and difficult questions. Reference has been made to them merely for the purpose of stating the conclusion that through all these various projects of reform, suggested or supported in many instances by high and weighty authority, there runs one leading idea, *viz.*, that of aiming at a normal proportion between the amount of revenue collected and the amount of produce gathered at harvest.

3. It appears, therefore, to the Government of India that whenever it is possible, without any serious alteration of existing administrative arrangements, and without any material addition to the difficulties of the revenue staff in the collection of land revenue, to make any approach towards maintaining a proportion between the harvest out-turn and the cash demand, the opportunity should be taken to establish a closer connection between current liabilities and current assets.

4. An easy step in this direction is to distribute the annual assessment under such arrangements as are most convenient to the revenue and rentpayers of the country, with reference to the character and value of the crops which are cultivated in varying tracts of every district. It is unnecessary to dwell on the well-known circumstance, that the amount and dates of payment arranged for instalments of rent are usually determined by the amount and dates fixed for the payment of revenue. The arrangement of revenue instalments most convenient to a large proportion of the tenantry is therefore that which, by requiring payment when they have most cash in hand, allows them the amplest facilities for escape from the money-lender, and the readiest means of avoiding the payment of heavy interest. Any measures which diminish the pressure upon the tenantry to resort to loans at heavy interest will tend to increase the capital at their disposal for investment in agricultural operations, and thus to maintain a better standard of efficiency in agriculture.

5. This principle has been well expressed in the rules for the collection of land revenue published by the Board of Revenue in the North-Western Provinces in connection with the Revenue and Rent Acts promulgated for that Province in 1873. The Governor-General in Council entirely concurs in the general tenor of these rules, which will be found in *extenso* in Appendix A. attached to this Resolution.

Principles similar to those implied in the North-Western Provinces rules have since been enunciated by the Famine Commissioners, who have expressed their opinion *in* the subjoined passage:—

Report of the Indian Famine Commission, Part II, Chapt r III, Section 3, paragraph 2.

With regard to the number of the instalments, the amounts payable on each occasion, and the date when they fall due, it is generally admitted that they should correspond to the number of the main crops raised in each year, to the average dates when those crops come to maturity, and to the relative weight and value of the harvest. But though these principles are generally admitted to be correct, we learn from the evidence we have received that there are parts of some provinces, notably of Bengal and Berar, in which they are not fully carried out, and we think the attention of the Local Governments should be drawn to the subject. Where one crop is mostly reserved for food and another mostly sold, if the circumstances of the people require it, larger instalments should be made payable upon the crop which is raised for the market, and smaller instalments upon that which is raised for food. The dates of payment also should be so fixed as to allow of the produce of the soil being harvested and sold before the instalment is collected, so as to avoid the losses which the landowner would suffer if he were compelled to raise money on an unripe crop or to sell it hastily in an overstocked market. Where the relation of landlord and tenant exists, this principle should be applied so that the dates of payment of the instalments of the land revenue, on which the dates of the payment of rents must to a great extent depend, should fall a sufficient time after the period of harvests to enable the tenant to realise on his crop before his rent becomes due and to enable the landlord to collect his rent before the revenue becomes due.

The attention of Local Governments and Administrations was lately invited to these remarks, and their replies are summarised in Appendix B. attached to this Resolution.

6. The Governor-General in Council, after carefully examining the information afforded, both by the replies summarised in the appendix and by the reports of revenue administration which have been received from different provinces, desires to record his satisfaction that the principles expressed in paragraphs 3 and 4 of this Resolution have been generally taken into consideration throughout India. At the same time he agrees with the Famine Commission that the subject demands further investigation; and, without adverting specially to any one province, finds reason to doubt whether these principles are, in all parts of all provinces, carried out to the fullest extent.

7. It is true that in dealing with large tracts of country, general attention appears to have been paid to the character of the crops and harvests which

are peculiar to each, and that instalments of revenue have been arranged in accordance with the conclusions drawn from the general data thus afforded. But it is not equally clear that sufficient attention has everywhere been paid to the fact that agricultural circumstances may be subject to extraordinary variation within each tract. To illustrate the meaning of these remarks, it may be mentioned that attention has lately been drawn to the case of three adjacent villages, in one of which the cash of the agricultural community is principally obtained from rice at the end of the rainy season; in the second, from a sugar harvest in January; and in the third, from cereals in spring. Yet for all three villages the same dates were fixed for the payment of rent and revenue. There is reason to believe that, especially in the north of India, similar cases of variation, though generally unnoticed, are of constant occurrence, and are in a great measure due to the capricious distribution of surface drainage, which, more than anything else, destroys the homogeneity of agricultural land. But in the opinion of the Government of India the interests of the tenantry in each of the villages of the above illustration require at the hands of the revenue administration equal consideration. It is unlikely that the same distribution of rental demand would be equally convenient to each of the three cultivating communities; and so long as such cases can occur, there can be no sufficient assurance that the seasons of demand have been properly adjusted to the needs of agriculture and the reasonable convenience of the people. In short, it should be ascertained, not only that the circumstances of each tract, but that the circumstances of each village, have been properly considered.

8. There is, however, another consideration involved in the financial aspect of the question which should not be overlooked. As is remarked, with much truth, by the Judicial Commissioner of the Central Provinces, the money market can be sensibly eased by varying the dates of instalments. Where the collection of rent and revenue is, in any large section of a province, made on one or two uniform dates, it must, at those periods, necessarily stimulate, amongst the agricultural community, a large and unavoidable demand for cash. Prices will therefore tend to fall in consequence of the withdrawal of silver; the rate of interest will rise; grain has to be thrown into a slackened market, and loans must be negotiated on usurious terms. It is thus obvious that by adjusting the demands of the State to the different circumstances of villages or tracts, and by introducing into the distribution of payments on account of revenue and rent as great a variety as is consistent with agricultural welfare, the money market may be relieved, in an appreciable degree, of the pressure which is now of periodical occurrence.

9. In recording the above observations, the intention has been to indicate the general character of the conclusions of the Government of India, not to lay down any hard-and-fast definition of the principles to be adopted in each province, or to require that any theoretical rule, however logical in appearance, shall be universally adopted. Thus, is many parts of Bengal, the lightness of the permanently-settled demand and the system of the sale law combine to give the question more importance in connection with the payment of rents than of land revenue. The primary object, therefore, would in that province be to make sufficient allowance for local variety of circumstances in fixing the instalments of rent rather than to consider the question in its relation to the payment of revenue. It may indeed be found elsewhere that landlords and even the tenantry themselves, where they are tolerably solvent, prefer some methodical system of the fixed instalments devised without special advertence to the harvest yield; and although in dealing with proprietors and superior tenants it must not be forgotten that their opinion may be prejudiced by the fact that a system inconvenient to the cultivator is profitable to themselves in their capacity as money-lenders, yet full consideration should be paid to the wishes or arguments of the agricultural community in each case.

10. There can be little doubt that in temporarily-settled provinces the arrangements best suited to the circumstances of individual villages can be studied to most advantage during the currency of settlement operations; and it is desirable to ascertain how far the importance of this question has been recognised. In some cases suitable arrangements appear to have been made village by village, in others district by district, or tract by tract—sometimes with, but

oftener without, a regard to the interior variations of each locality; while in many settlement reports the subject of rent and revenue instalments is not noticed at all. In numerous cases it appears to have been left for the district officials in charge of current administrative duties to deal with the question, and it has, from press of business and other causes, been perfunctorily disposed of by the adoption of uniform arrangements for large tracts of country, which are nevertheless known to exhibit great diversity of agricultural conditions.

11. Under these circumstances, the Government of India considers it necessary to require that an investigation may, as opportunity occurs, be set on foot in each district, which may as time proceeds, provide a guarantee that the requirements of every village in every district have received full consideration. In dealing with this subject, the Governor-General in Council takes the opportunity to declare that he has fully accepted the views of the Famine Commission as to the necessity for adopting in every province some system (such as exists in the Bombay Presidency) under which revenue officials shall maintain a continuous acquaintance with the circumstances and condition of every village in their charge; and he hopes that a suitable arrangement of revenue and rent instalments may prove one of the earliest fruits of that study of local circumstances which the Famine Commissioners have urged.

12. It is accordingly desired that in the annual reports of revenue administration received from each province, special notice may each year be taken of the measures adopted and of the progress made in the direction of effecting a suitable distribution of revenue instalments in each district in accordance with the principles indicated in this Resolution; and also that the subject shall receive the fullest consideration by all settlement officials, in whose reports the arrangements which have been made should be clearly exhibited.

Madras.	Central Provinces.
Bombay.	British Burma.
Bengal.	Assam.
N. W. P. and Oudh.	Coorg.
Punjab.	Ajmere.
Hyderabad.	

ORDER.—Ordered, that the above Resolution be forwarded to the Local Governments and Administrations noted in the margin for information and guidance.

APPENDIX A.

Rules for fixing instalments of Rent and Revenue, North-Western Provinces.

THE instructions which guide the Settlement Officer in determining instalments of revenue and rent in the North-Western Provinces are these :—

1. *Revenue.*—The provisions on the subject of *revenue* collection are as follows :—

Where the Settlement Officer has not fixed the number and amount of the instalments of revenue and the dates when they fall due, they shall be fixed by the Collector of the district.

The number of instalments of revenue shall be the same as the number of instalments of rent in such mahal, being ordinarily three, *viz.*, two for the kharif and one for the rabi. But where a special instalment of rent is taken, as for sugarcane, a special instalment of revenue shall also be fixed.

The amount of each instalment of revenue shall bear the same proportion to the whole revenue that the instalment of rent paid by the tenants at each period bears to the total rent paid by them.

The dates of the instalments of revenue shall be so fixed as to fall 21 days later than the dates fixed for the payment of instalments of rent by occupancy cultivators.

2. *Rent.*—The instalments of rent shall ordinarily be three in number—two for the autumn (kharif) and one for the spring (rabi) crops. But where any exceptionally valuable crop is grown, as sugarcane, a special instalment may be fixed to be paid out of that crop.

In determining the amounts of the instalment of rent, the following circumstances should be taken into consideration :

(1) The average amount and value of the produce at each harvest, according to the ordinary rotation of crops practised by the tenant.

(2) The average amount and value of the produce which the tenant retains for his own consumption at each period.

(3) The average amount and value of the produce of which he disposes in the market at each period.

(4) The average expenditure in cash or grain which he is obliged to incur at or about each period.

And the amount of the instalment shall be proportioned to the sum which the tenant can conveniently pay, that is, to the difference between (3) and (4).

If the circumstances of any holding are so exceptional that the proportion of produce in it at different times of the year varies appreciably from the proportion in ordinary holdings, allowance may be made accordingly, e.g., in the case of alluvial lands in which kharif or autumn crops cannot be grown, the whole of the rental may be taken at the rabi or spring harvest, and in the case of light sandy soil, in which only kharif crops can be grown, the whole rent of the field may be taken in the kharif.

The dates at which the instalments shall be fixed to fall due shall be regulated by the time of harvesting (1) the early kharif crops (makkai, bájra, early rice, and pulses); (2) the late kharif crops (juar and cotton); (3) the sugarcane (if any); (4) the rabi crop.

The dates shall differ for tenants with occupancy rights and for tenants without occupancy rights.

For the former the date on which the instalment falls due shall be 15 days after the average time of hárvesting the crop out of which it is paid.

For the latter, the date on which the instalment falls due shall be the time when the crop of the year is actually ripe and ready for harvesting.

Provided that in the case of crops of the nature described in Section 64 (d) Act XVIII of 1873, the date shall be for tenants-at-will 28 days before the time when such crops are fit for reaping or gathering.

APPENDIX B.

SUMMARY OF REPLIES *received from Local Governments and Administrations by the Government of India on the subject of instalments of revenue.*

(*a*) The Government of Bombay states that in that Presidency the instalments in force are those prescribed in revised rules promulgated in 1878 under the Survey and Settlement Act. The chief rules are these:—

"(46) The revenue of the year will be leviable at any time on or after the 1st of August; but under ordinary circumstances it will be allowed to be paid in two instalments. Government will, however, be prepared, on the recommendation of Collectors, to sanction the payment being made in three instalments where such a change may be considered advisable as a measure of relief.

"In Sind the revenue is ordinarily to be paid in three instalments as follows, *viz*:—

Kharíf or early crop villages.

1st January—15th February—1st April.

Rabi or late crop villages.

15th May—15th June—15th July.

"(47) The dates on which the instalments, in the absence of special orders, are for the future to be paid are as follows:—

Class 1.—Kharif or early crop villages in Ghat districts and others, in which special early provision may be necessary:—

10th December—10th January.

In villages in Guzerat and others not requiring special early provision—

10th January—10th March.

Class 1.—Rabi or late crop villages—

10th February—10th April.

"(48) In Ratnagiri and Kanara the existing dates for payment of instalments are to be retained until further orders. In Tanna and Kolaba (excepting the khoti villages) the revenue is to be collected in two equal instalments on 1st January and 16th February.

"(49) Subject to the exceptions mentioned in Rule 48, the Collector shall, with the sanction of the Commissioner, classify the villages in the several talukas under one or other of the three heads under Rule 47 in respect to the dates of instalments.

"(50) In districts or parts of districts where the above dates may be found to be unsuitable, the Collectors may, with the sanction of the Commissioners, fix such other dates as they may deem expedient according to the circumstances of the villages comprised in them and the character of the crops generally sown.

"(51) Whenever it is found necessary to fix different dates from those laid down the Collectors shall invariably forward to Government, through the Commissioners, not later than the 1st July, lists showing the dates so fixed and the districts for which they have been fixed. These lists shall be published in the *Bombay Government Gazette*.

"In Sind the said lists shall be forwarded to the Commissioner, and published in the *Sind Official Gazette*."

The Government of Bombay especially notices Rule 50, authorising Collectors of districts to vary the general dates fixed in the above rules whenever they are found to be unsuitable. Collectors of districts may also, with the previous sanction of the Government, postpone the collection of revenue in seasons in which the crops are unusually late in arriving at maturity. The revenue of the Presidency is said to be collected in ordinary seasons without any difficulty.

(*b*) The Government of Madras reports that the dates of instalments were revised in 1876, and that the principles enunciated by the Famine Commission were kept in view. In the instructions then given to Collectors by the Board of Revenue it was said—

> "The object of the kistbandi is not to secure the payment of assessment before the crop is removed, nor is it intended to secure that no portion of the assessment shall be collected until the land is actually cultivated and some crop raised thereon. Instalments are only intended to render payment of assessment on the lands under occupation easy to the ryots, and this object can be attained by spreading the instalments over a number of months, the heavy instalments coming after the harvest of the chief crops."

These instructions related only to land held under ryotwari tenures. In regard to the permanently-settled zemindari estates of the Presidency, the dates of the revenue instalments are fixed in the *sanads*, and to these the Government must conform in its collections.

(*c*) In the Lower Provinces of Bengal revised dates for instalments of revenue were fixed in 1875 after full inquiry and consideration. For the purposes of revenue payments the districts of Bengal may be divided into three groups—(1) the Bengali and Ámli era districts; (2) the Fasli era districts; (3) the districts of Orissa. The first comprised Bengal Proper, including Chota Nagpur. Here the chief crop in the year is the amun rice crop, which comes into the market in January: this month is therefore a convenient and appropriate time for demanding a large portion of the Government revenue from the zemindar. March is also said to be a favourable month, and after March, September. The Fasli era districts comprise the province of Behar. Here the cold weather crops are later in maturing and in coming into the market than in Bengal proper. The heaviest instalment is thus made payable in March, and the next heaviest in June. In Orissa the revenue is realisable into nearly equal portions, the latest day for one instalment being the 28th April, and for the other the 8th November. The chief rent-paying crop is rice, which is not generally cut until late in February or in March, and the latest dates of payment at present fixed are said to be the best suited to the seasons and harvests. In reporting these facts, the Lieutenant-Governor of Bengal expresses an opinion that no alteration in the practice of the province is required. In some districts or in some years more convenient dates, he thinks, might possibly be found. But "there is no reason to believe that any serious grievance of the kind indicated by the Famine Commission exists, and it is important to have practical uniformity in working the revenue sale law of Bengal."

(*d*) In British Burma the principal crop is rice, which is harvested from December to February. The revenue on all lands is collected early in March, by which time the cultivators are able to dispose of a good portion of their surplus grain in the market. As regards rice-lands, the mode of collecting the land revenue fulfils generally the conditions laid down by the Famine Commission. A limited area, however, is under miscellaneous spring corps locally known as *kaing*, for which the present date for collecting the land revenue is too early. The Chief Commissioner has accordingly directed that in the case of *kaing* cultivation the demand shall be postponed for a month. As the State in Burma deals directly with the cultivator of the soil, the question of the under-ryots' interest in the dates fixed for revenue payments has not yet acquired any importance.

(*e*) The Government of the North-Western Provinces and Oudh reports that, in the former territory, the dates of payment of land revenue have been fixed with reference to the dates on which rents are payable by the tenants. Such dates have in most cases been fixed for each tahsíl, either by the Settlement Officer at the time of settlement, or, in the absence of any special order, by agreement. In the rare cases in which rent instalments are not already fixed in one of these two ways, they are held to fall due at certain specified periods before the dates of the revenue instalments, throughout the united provinces the revenue instalments have been so fixed as to fall due a short period after the dates on which the rents are payable, thus allowing landholders time to realise them before revenue is demanded. The working of the rules is said to be carefully watched, and changes are made from time to time as may be necessary. The Government has recently drawn the attention of the Board to the large amount of revenue paid by landholders in advance, and has asked whether this does not indicate that in some districts the dates fixed for the instalments are needlessly late. The fact seems to show that the rents have been realised from the tenants earlier than was thought possible when the revenue instalments were determined. As regards Oudh, it is explained that, as the mass of the cultivators are tenants-at-will, the revenue instalments must be fixed with reference to the time at which the landlord collects his rents, rather than to any period at which he ought in theory to collect them:—

"As the law stands, the landlord can demand his rent from a tenant-at will whenever he pleases. As this class of tenants have no security to offer except the crop, the landlord will naturally require at least a part of the rent to be paid before he allows the crop to be removed; and this being the case, there is no hardship in requiring the landlord to pay part of his revenue with the rents as realised. To fix the dates for the revenue instalments later will not lead to the landlord postponing his demand for a part of his rent until the crop is out of his power; and to attempt to restrain the landlord from demanding rent until the crop, which is his security for the rent, has been removed, would be a measure of very doubtful expediency."

(*f*) The Chief Commissioner of the Central Provinces states that throughout the province there are two instalments; and that while no suggestion is made that the number of instalments should be increased, the Commissioners of Nagpur, the Nurbudda division, and Chhattisgarh have proposed some alterations in the dates, which have been accepted by him. He refers to the opinion of the Judicial Commissioner, Mr Crosthwaite, that the dates of payment should be varied as much as possible in order to ease the money market. This should be done not by multiplying the kists, but by varying the dates for provinces and even districts. The Chief Commissioner has further reminded all district officers that the rent of tenants is due, according to custom, one month in advance of the dates fixed for the payment of revenue, and that it should be ascertained that landlords do not collect their rents before they actually are demandable.

(*g*) The Chief Commissioner of Coorg reports that the principle enunciated by the Famine Commission is already fully recognised in the collection of the land revenue of Coorg. On rice-lands five monthly instalments between January and May are fixed, the crop being reaped in December and fully harvested by the middle of March. Similar dates are fixed for revenue payment on coffee-lands, as the crop comes into the market between December and February. In the case of cardamom jungles the revenue is collected in January, as picking commences in October and is over by the end of November.

SUSPENSIONS AND REMISSIONS OF LAND REVENUE ON ACCOUNT OF THE FAILURE OF CROPS.

CIRCULAR No. 58 R.

EXTRACT *from the Proceedings of the Government of India, Revenue and Agricultural Department; dated Simla, 12th October* 1882.

READ the following correspondence with the Government of the North-Western Provinces and Oudh on a proposal to charge interest on suspension and arrears of land revenue :—

Letter from the Government of the North-Western Provinces and Oudh, No. 2350, dated the 9th August 1878.

Letter to the Government of the North-Western Provinces and Oudh, 571, dated the 6th September 1878.

Letter from the Government of the North-Western Provinces and Oudh, No. 3002A., dated the 5th October 1878.

Letter to the Government of the North-Western Provinces and Oudh, No. 26, dated the 14th January 1879.

Read the undermentioned correspondence with the Government of the North-Western Provinces and Oudh, on remissions and suspensions of land revenue in a time of general scarcity :—

Letter from the Government of the North-Western Provinces and Oudh, No. 2738A., dated the 26th November 1877.

Letter to the Government of the North-Western Provinces and Oudh, No. 481, dated the 6th August 1878.

Letter from the Government of the North-Western Provinces and Oudh, No. 2636A., dated the 3rd September 1878.

Read—

Letter to the Secretary to the Famine Commission, No. 28, dated 14th January 1879, forwarding for consideration, a selection of the correspondence specified above.

Famine Commission Report, Part II., Chapter III, Section III, on the system of collecting the land revenue.

Read also the following correspondence on the question of varying the revenue demand with regard to the character of the seasons, which arose in connection with the agrarian disturbances in the Dekhan in 1874-75 :—

Government of India (Home Department), Circular 6—265-274, dated the 6th March 1879.

Letters from the Government Madras, { No. 2171, dated the 26th August 1879. No. 2304, dated the 8th September 1879.

Letter from the Government of Bombay, No. 617, dated the 4th February 1880.

Letter from the Government of Bengal, No. 312, dated the 19th January 1880.

Letter from the Government of the North-Western Provinces and Oudh, No. 2615, dated the 22nd December 1879.

Letter from the Government of the Punjab, No. 155S., dated the 10th July 1880.

Letter from the Chief Commissioner, Central Provinces, No. 4207-233, dated the 17th October 1879.

Letter from the Chief Commissioner, British Burma, No. 338, dated the 16th January 1880.

Letter from the Chief Commissioner, of Coorg, No. 1010-56, dated the 10th January 1880.

Letter from the Chief Commissioner, of Assam, No. 1774, dated the 29th September 1879.

Letter from the Resident at Hyderabad, No. 66, dated the 3rd March 1880.

which land should be classified. The classification may appropriately follow the lines suggested by the North-Western Provinces Government in paragraph 8 of their letter No. 2615, dated the 22nd December 1879, quoted in Appendix C.

In accordance with its natural conditions agricultural land will therfeore be distributed into three classes:—

as "Secure," "Insecure" or "Fluctuating."

(1) Areas of which the produce is to a greatext ent secured against failure. These may be termed "Secure areas."

(2) Areas on which seasons of abnormal character remissions orsuspensions of revenue are likely to be needed. These may belassced as "Insecure areas."

(3) Areas of which the cultivation is so fluctuating as to render an annual adjustment requisite. These may be termed "Fluctuating areas."

11. As without some distribution of the above character it will be impossible to apply the system which it is proposed to adopt, it is desired that immediate measures may be taken to commence the classification of land in each district. The work will take some time to conclude. It is not, therefore, contemplated that the classification which is immediately called for should be complete. It will be sufficient at first that in each district the tracts which are most precarious, and in which distress is not likely to occur should be at once separately recorded. But year by year the more careful study of agricultural circumstances which is now demanded from revenue officials should lead to the more perfect classification which is required for the effectual fulfilment of the purposes in view.

(a) to be commenced at an early date.

12. In making the classification the unit will ordinarily be the estate. It must be borne in mind, however, that the interests of the cultivating occupants are quite as important as those of the owners of land. Some estates are made up of tracts which though belonging to the same proprietors are entirely distinct in character, and in the interests of the different tenants who pay rent for them must be differently treated. One-half of a village may be secure and the other half entirely insecure. Such, for example, is often the case in estates situated on the banks of rivers. Those areas which are distant from the river may be level, may contain good soil, and be thoroughly irrigated by canals or wells. Those areas which are near the river may, on the other hand be undulating, have little good soil, and be without any kind of irrigation. In such cases the interests of the cultivating population of the precarious tract appear to demand the application of a system of relief, without respect to the ability of the proprietors to pay the revenue of the whole estate. Estates of this kind should therefore be sub-divided, one portion being classified as secure, and the other portion either as insecure, or fluctuating, as circumstances may require. In the following paragraphs "Estates" will mean the areas adopted as units of classification.

(b) to have regard to interests of tenants.

13. The Government of India does not wish to bind the Local Governments by hard-and-fast rules in this matter. Speaking generally, and as at present advised, it considers that all estates of which 50 per cent. and upwards of the cultivated area is secured by irrigation, and which is not liable to failure in time of drought, may be classed under "Secure areas." Into this class also will fall all estates in those parts of the country, such as the high lands of Central India, which are, whether irrigated or not, practically safe from drought.

Description of secure, insecure and fluctuating areas.

Estates which have less than 50 per cent of the area secured, and which lie within the zone affected by periodical droughts, will be placed in the "Insecure areas." Into this class will come also areas of which the condition is normally insecure owing to any such cause as exposure to floods, constant epidemic disease of men or cattle, and the like.

In the third class—"Fluctuating areas"—will fall those tracts in which the area under cultivation is a very inconstant and varying quantity.

14. These are the principles on which the classification should, in the opinion of the Government of India, be based. But it is evidently necessary to leave a great deal to local experience. The Government of India has stated the objects it has in view; and

Local Government to arrange details.

the work of classification must necessarily be left to the Local Government. It is believed that this work can be performed by the district establishments under the guidance of the Local Agricultural Departments but the Government of India desires to be informed if there is any doubt about the correctness of this view.

15. Having thus classified the land, the next step is to determine how the revenue system can be most appropriately adapted to the requirements of each class.

(2) Adaptation of the revenue system to the character of each class.

In Secure areas, obviously neither suspension nor remission will ordinarily be allowed, though the former may occasionally be found necessary in the case of serious but occasional calamities, such as, hailstorms, &c. The term "Secure" means secure from drought or inundation, and is not intended to imply security from hailstorms, devastation by locusts, and similar calamities.

16. In Insecure areas it is necessary to adopt a graduated scale of suspension which shall fit in with a graduated scale of loss of crop. This latter scale may be graduated as follows:—

Scale of loss of crop.

(*a*) When the loss is total.
(*b*) When the crop is estimated at less than $\frac{1}{4}$ of a normal crop.
(*c*) When the crop is estimated at between $\frac{1}{4}$ and $\frac{1}{2}$ of a normal crop.
(*d*) When the crop is estimated at between $\frac{1}{2}$ and $\frac{3}{4}$ of a normal crop.

17. By the words normal crop as used in this Resolution must be understood a crop which is equal to $\frac{3}{4}$ of a full or bumper crop. The signification thus attached to the term is one which is familiar both to the revenue officials and to the agricultural communities of most parts of India.

Definition of 'normal crop.'

18. It will be necessary for the Local Governments to draw up a scale of suspension, which the revenue officers can adapt to the above scale of losses. The suspensions may have to be modified somewhat according to the known severity or leniency of the incidence of the revenue assessments, and the scale may therefore have a maximum and minimum within which suspensions should be granted for each grade in the scale of loss. Thus, to meet a loss under grade D, where the crop is estimated between $\frac{1}{2}$ and $\frac{3}{4}$ of a normal crop, the suspension of rent and revenue may vary between $\frac{1}{5}$ and $\frac{1}{4}$ of the demand. To meet a loss estimated to fall in grade C, suspensions may be given from $\frac{1}{4}$ to $\frac{1}{3}$ of the demand. To grade B may be adapted at suspension varying between $\frac{1}{3}$ and $\frac{3}{4}$ of the demand; and to meet a loss in grade A the whole amount may be suspended. It is to be arranged that such suspensions should be given in aliquot parts, not of the *annual* demand, but of the *kist* or instalment which is payable out of the crop that has failed.

Scale of suspension.

19. Whatever rules may be proposed by the Local Government for the suspension of revenue under this Resolution it must be understood that the question whether suspension will ultimately pass into remission will in the main depend on the character of subsequent crops. The action of the Local Governments in granting remission will always be reported to the Government of India, and where such remissions aggregate 10 per cent. of the entire land revenue of the province the previous sanction of the Government of India will be required.

Remissions will depend on subsequent crops and will be reported to Government of India.

20. The Government of India desires to know if there will be any serious difficulty in preparing and carrying out a system of suspensions based on the above or some similar scale, in which the proportion of the demand to be suspended rises in porportion to the severity of the loss, and what modifications in the scales can be suggested which will better adapt them in each province to serve as a self-regulating guide to the operations of the revenue officers.

Modifications may be suggested.

21. Turning now to "Fluctuating areas," the assessment of estates in this class will vary with the area under cultivation. The assessment of such estates should not be in the form of a lump sum, but in that of fixed acreage rates, varying if necessary for different qualities of soil. The revenue of the land in each year should be collected, and that of the uncultivated land should be remitted, as a matter of course. In case of failure of the crops on the cultivated area, the rule applicable to "Insecure" areas will apply.

Assessment of fluctuating areas to be annual.

22. In the case of estates already settled, the adoption of the proposed system for fluctuating areas must, the Government of India is aware, depend on the wishes of the persons with whom the settlement has been made. And it will ordinarily be expedient to leave matters as they are until the settlement is at an end. Only in extreme cases where the agricultural prosperity of a country is evidently injured by the present system would the Government of India desire to have the question considered whether a different system should be adopted during the currency of the settlement. In such cases, since the rates have probably been fixed by the Settlement Officer with special reference to the fluctuations of the cultivated area, it is obvious that to adapt existing rates year by year to the actual land under cultivation may involve serious loss to Government; nor again is it certain that where the settlement holder is not himself the cultivator, he will consent to a revised system being applied both to rent and revenue. Should Local Governments therefore desire to introduce the above system anywhere during the currency of the existing settlement, each case should be reported to the Government of India for orders.

Not to be introduced against the wishes of proprietors during current settlement except in extreme cases.

23. It has been implied above (paragraph 12) that in dealing with this subject the Government of India has at heart the interests of the cultivators quite as much as those of proprietors of land. The remission and suspension of rent must be a necessary consequence of the remission and suspension of revenue. This is a matter which ought perhaps to be provided for in the law of landlord and tenant in each province. There is reason to believe that the present laws are deficient in this respect, and it is left to the Government in its executive capacity to see, so far as it can, that the intentions now expressed are carried out. It must be understood, therefore, that all suspensions or remissions of revenue involve, and are conditional on, the suspension and remission of the corresponding rent. Care should be taken to inform the tenants concerned and to have the amounts suspended or remitted recorded in the village accounts. If any proprietor collects or attempts to collect any rent thus remitted or suspended or evicts any tenant for non-payment of such rent, the Government will at once collect from him the whole amount of revenue remitted or suspended. This rule should be invariably and rigorously enforced. It may be feared that even this precaution may be insufficient in the case of tenants-at-will. But without legislation nothing more can be done.

(3) Extension of relief to tenants.

24. It is evident that rules of the nature of those here laid down cannot be worked unless the district officials have full and timely information of agricultural prospects. It is necessary therefore to provide and maintain in working order the machinery requisite for this purpose. The duty of collecting information in the first instance will rest on the accountants of villages and on the kanungos who supervise them, and a regular system of reporting must be introduced, which will ensure the conveyance from time to time to the district officer of early information regarding the condition of each harvest. Measures may be taken to induce the landowners themselves, and the heads of villages, where such officers exist, to take a part in this matter.

(4) Investigation of the character of each harvest.

25. On receipt of information that the harvest in any locality has been injured or has failed, the district officer will be responsible that a proper enquiry is made, and that the accuracy of the information is tested. It must be an invariable rule that no suspension shall be given until the area affected has been inspected by some officer of the district staff not below the rank of Deputy Collector or Extra Assistant Commissioner. In the more important cases the inspection should be made by the district officer himself or by one of his covenanted assistants. It is not intended to require a minute personal inquiry or full statistical report in each case. But it is intended that the inspection shall be of such a character as to be an effective check on the subordinate agency, and to guard the Government against fraud.

Enquiry to be made by responsible officers.

26. In connection with this matter the Government of India takes the opportunity of once more expressing the importance which it attaches to the rules believed to be in force in every province, which require that every village or estate shall be visited and inspected by one of the district officer's assistants periodically, and that notes of

Periodical inspection of every village necessary.

the inspection shall be recorded. The great power now given to district officers in the matter of suspending and remitting the revenue renders it more than ever necessary that they and their subordinates shall acquire a full knowledge of the country under their charge, not only in the camping season, but at all times of the year, and especially in the rains, when the agricultural character of the year is determined.

27. The duty of proposing remissions and suspensions of revenue will rest with the officers in charge of districts. The Government of India desires that they shall be required to submit their proposals to the Commissioners of divisions, whose sanction shall be necessary and whose orders, subject of course to revision by the local Government will be final. The Commissioner's sanction should not be given as a mere matter of form, nor accorded without a sufficient amount of personal investigation as to the general character of the season and harvest. The Government of India trusts that the local Governments will look to these high officials to see that the rules now laid down are carried out with zeal and intelligence.

(5) Grant to local officials of authority to act.

28. The principle advocated by the Government of the North-Western Provinces of charging interest upon arrears of revenue is now accepted by the Government of India as affording without loss to the State the readiest means of advancing capital to the cultivating population when they most need it. A rate of $6\frac{1}{4}$ per cent. will, in the opinion of the Government of India, suffice to protect the State against material loss. On this point the opinion of the Local Governments is desired, with an explanation of any alteration which it may render requisite in the revenue law of each province. A corresponding provision for the recovery of interest at the same rate upon arrears of rent suspended under the proposed rules must be introduced into the Rent Law.

(6) Charge of interest on arrears of revenue.

29. The Government of India will be glad to learn what modifications in the above proposals the Local Governments deem necessary for each province. In the meanwhile, should the occasion unfortunately arise, the suggested rules may be accepted as a guide for dealing with the question of suspensions. The Government of India desires also to receive from each Local Government, as soon as it can be drawn up, a statement showing the amount of land which may be considered secure, and on which, therefore, the revenue is practically not liable to fluctuation. Also such a rough computation as can be made of the areas which may be expected, judging from past experience, to come under each head of the scale in paragraph 16 in a period of ten years, and the amount of suspension or remission which the Government may thus expect on the above system to have to face on an average of years. Of course nothing but a very rough computation can for some time be expected, but even this will be of great use to the Government of India.

Reports expected from Local Governments.

Bengal	British Burma.
North-Western Provinces and Oudh.	Assam.
Punjab.	Coorg.
Central Provinces.	Hyderabad.
	Ajmere.

ORDER.—Ordered, that a copy be forwarded to the Local Governments and Administrations for information and guidance and for favor of a report.

Ordered that a copy be forwarded to the Governments of Madras and Bombay, for information.

Ordered also that a copy be forwarded to the Finance Department, and that the Resolution be published in the Supplement to the *Gazette of India.*

APPENDIX A.

WHERE local conditions make the possibility of cultivating the land unusually precarious, as in the case of tracts habitually flooded by river inundation, which may fail to take place, or be excessive, or may subside too soon or too late for agricultural operations to be carried on, an exceptional procedure would appear desirable. We approve the system, successfully adopted in the Punjab in such cases, of carrying out a yearly rough measurement, according to the results of which a fixed rate of revenue per acre actually cultivated is levied. This plan would probably be found more suitable for Sind than the Bombay form of settlement now being introduced there, and we think it possible that the application of a similar principle might be beneficial in any exceptionally dry upland tracts, such as exist in some parts of India, where the rainfall is very precarious and frequently insufficient.

System of yearly assessment on cultivation in riparian lands.

Famine Commission Report, Part II, Chapter III, Section III, paragraph 11.

APPENDIX B.

EXTRACTS *from Despatches of* Mr. THOMASON, *Lieutenant-Governor of the North-Western Provinces.*

THE following extracts sufficiently indicate the strong appreciation which Mr Thomason possessed of the necessity of maintaining a careful watch over the working of the revenue system which he was called upon to apply to his province; and as the other temporarily-settled provinces of Northern India undoubtedly accepted the North-West settlement system as their model, his remarks may be held to have had general application:—

Volume I, page 230, *paragraph* 5, *Revenue Administration in Ajmere.*—His Honor's opinion, however, of the expediency of returning as soon as possible to the system of village settlements has obtained the strongest confirmation since his visit to the district. Mr. Edmonstone's settlement failed partly no doubt from a succession of bad seasons, and defective appliances for lessening their evils by artificial irrigation. But the failure was also owing to the want of some definite rule for fixing the rights of each member of the community, and from a supposition that, when once the demand has been fixed at a moderate amount, the people might be left to themselves without any further superintendence by the Collector than consisted in enforcing payment of the demand.

Volume I, page 339, *paragraph* 6, *and page* 341, *paragraph* 7, *Administration of Khairagarh.*—The difficulty being thus apparent, a large discretion must be given to the Collector in his management of the country. Without supposing unusually bad or disastrous seasons, it may be expected that any partial failure or sudden calamity will force itself into notice. Before, when the whole taluka was one mahal, such a misfortune in one part might be compensated by prosperity in another part of the estate, and the average profit on the whole estate might remain nearly the same; but now a hailstorm and inundation, a blight, or the absence of timely rain may bring ruin upon certain villages, though it may not affect others. Such cases will call for immediate remedy;—suspension of the demand or the offer of takavi may be necessary to prevent the desertion of cultivators and irretrievable desolation of the village. Nor would it be right to require from the Collector minute personal inquiry and full statistical report in every such case. Reliance must be placed on his discretion in such respects, and he must be encouraged to exert himself to the best of his power, and to the exclusion of all unnecessary labour, for the amelioration of the pargana.

* * * * * * *

These are the steps by which it appears to the Lieutenant-Governor that the pargana may be best and most quickly restored to a prosperous state, but in these, as in all other measures affecting it, a large discretion must be conceded to the Collector.

Volume II., page 67, *paragraph* 9, *Settlement Report of Mhairwara.*—The Lieutenant-Governor acknowledges the weight of your observation that the punctual realisation of the revenue now fixed must remain to a certain degree dependent on the seasons, and that much will depend, whenever a deficiency of rain occurs, on the diligence of the Superintendent in making personal enquiry as to the extent of the evil.

Volume II., page 167, *paragraph* 21, *Settlement of Nimar.*—It must not, moreover, be supposed that when once a mauzawar settlement has been made, the Collector's work is accomplished, and a machine set in motion which will work on unaided. In the first introduction of the system especially, great care and constant attention are requisite. No ordinary degree of foresight is needed on the first settlement of a village so to define and record the custom of the tenure as to meet the exigencies of most ordinary occurrences. Difficulties will arise, and disputes will occur, which must be immediately examined and decided, and their future occurrence provided against, if necessary, by some new stipulation in the village rules. All such cases are disposed of, especially on their first origin, by communication with the people and by arbitration amongst themselves. The duty of the Collector will be rather that of explanation and of instruction than of decision. The people themselves will be willing enough to slur over a difficulty and to be content with a temporary remedy. It will be the Collector's duty to point out to them the whole bearings of the case, to represent its possible consequences, perhaps to suggest apparent remedies, but to leave to themselves as much as possible the adoption of the particular rule which they will have afterwards to carry into practice.

Volume II., page 193, *paragraph* 15, *Settlement of Parganas Bariya and Kanapur, in Nimar.*—Calamities of season are unavoidable. Drought, or floods, or pestilence, or blight, may desolate any part of the country, and of course render it impossible that the whole or perhaps any revenue should be paid. Such disasters must be met as the exigency demands. They call forth all the prudence and vigilance and activity of a Collector. They must be met according to their degree by temporary suspension or entire remission of the demand, or by reduction of the settlement.

APPENDIX C.

Paragraph 8 of North-Western Provinces and Oudh Government letter No. 2615, dated the 22nd December 1879.

If reforms are made in the direction indicated above Collectors will once more have time to attend to their legitimate duties, and will also remain sufficiently long in their districts to acquire a competent knowledge of the people and their requirements. And given a Collector with a knowledge of his district and time to ascertain its condition and necessities, Sir George Couper sees no valid reason for making any material change in the existing system of settlement. What, however, is required is a definite statement of the policy of Government in regard to suspension or remission of the demand under extraordinary circumstances. It should be laid down that, speaking broadly, for purposes of remission and suspension of revenue, the cultivated area of the united provinces may be divided into three great classes:—

(1) Tracts watered by canals, the zemindars of which under such a vicissitude of season as that which befel in 1877 literally coined money, and who reap a harvest by the sufferings of others.

Such tracts would not under any conceivable circumstances be entitled to any consideration in the shape of suspension or remission of the Government demand.

(2) Those tracts which constitute by far the larger portion of the total area of the united provinces in which suspension or remission should be allowed under ordinary vicissitudes of season but in which they should be made in the presence of such a calamity as that which overtook them in 1877. It is presumed the subject will be fully dealt with in the report of the Famine Commission; and as Sir George Couper has no desire to anticipate their suggestions, it is unnecessary to allude in further detail to the precise form or measures of relief which should be adopted. But he thinks it ought to be clearly recognised by the Government of India that there is and must be, a limit to the enforcement of the rule that a zemindar must look to the surplus of good years to recoup himself for the losses of bad years. The rule does very well for years of partial failure; but there come now and again years of extraordinary failure, such as a Settlement Officer does not take into account in his calculations, in which next to nothing is produced, and the zemindar or tenant if required to pay up is virtually ruined. Relief in such years ought to be given by suspension or remission or liberal distribution of takavi.

(3) Tracts which are dependent on the seasons for their irrigation, and in which the rainfall is uncertain and precarious, such as the districts of Jhansi and Bundelkhund, and the portion of the Cawnpore district referred to by Mr. Wright at page 67 of the papers. In these tracts the Collector should carefully watch the effect of each season on the crops and be prepared at once to recommend remission and suspension if he is satisfied that without them the zemindar will not be able to make his way. Relief might be granted on the same principles as those laid down for (2), only fully recognizing that the necessity for action must arise more frequently.

If the Government of India will lay down some such broad principles as above and confer the necessary powers on the Local Government for carrying them out, so that Collectors may be given fully to understand their recommendations will be favourably received and promptly attended to, and that their reputation will depend on the prosperity of their districts rather than on the amount of revenue they are able to realise even in bad years, Sir George Couper is convinced no further change is required, and that for the rest Government may be safely satisfied to let well alone.

COST AND CHARACTER OF CADASTRAL SURVEYS.

CIRCULAR No. 45 S.

EXTRACT *from the Proceedings of the Government of India, in the Revenue and Agricultural Department (Surveys); dated Simla, the 4th September* 1882.

READ—

Letter from the Government of Bengal, No. 2163-1266 L. R., dated 26th June 1880, regarding the combined cadastral survey and settlement of the Khorda Estate.

Note by Mr. C. A. Elliott, showing how to provide for the cost of a field survey (page 61, Appendix I. to Famine Commission Report).

Proceedings of a Conference of Officers at Allahabad on 3rd April 1879, on the subject of cadastral surveys in the North-Western Provinces.

Note by the Surveyor-General of India, dated the 7th August 1882, on the connection between the topographical and the revenue surveys in the Bombay Presidency.

Annual Report of the Survey of India for 1880-81.

RESOLUTION.

THE attention of the Government of India has long been called to the unequal cost of revenue surveys undertaken in different provinces or districts, as well as to the inconvenience and expenditure caused by the absence of a definite understanding between the Survey and Revenue Departments as to the extent and character of the work which one department requires from the other. Enquiries have accordingly, during the last few months, been set on foot with the object of ascertaining whether reforms can be effected in existing arrangements which will lead to greater uniformity, economy and efficiency in future. The consideration of the Government of India is at present confined to those provinces with which the Imperial Department has been, or is likely to be connected in relation to surveys undertaken for revenue purposes. These are the North-Western Provinces, Burma, Bengal, Punjab, Central Provinces and Assam.

2. The first question which the Government of India find it necessary to consider is that of the comparative cost of surveys conducted under the superintendence of the Imperial Department and those conducted under the superintendence of provincial officers. This question was some years ago taken up by the Revenue authorities of the North-Western Provinces. In 1871 many of the settlement surveys were found, on being tested, to give such inaccurate results that the Board of Revenue recommended the introduction of professional surveys by the Imperial Department. The recommendation was accepted. For some time after the new arrangement was introduced it appeared that the cost of cadastral surveys was much increased. At the same time the result was obtained of securing maps of which the accuracy never fell below a certain fixed standard. It had been found, on the contrary, that under non-professional management the work turned out was very unequal, and that many of the maps proved comparatively useless. It seems finally to have been decided that the increased cost was justified by the greater value of the results. Surveys have of late years been conducted in Assam, parts of Bengal and the Punjab, by agencies not connected with the Imperial Department. The Government of India was at one time disposed to believe that the work conducted in these provinces was considerably cheaper than that turned out by professional agency, and that the results were sufficiently good to be accepted for all practical purposes. Enquiries have now been made which lead the Government of India to suppose that the cost of these surveys is not very much below that of surveys conducted by the professional department. There is reason to believe that at the present time the professional work in the North-Western Provinces is as cheap as that of any non-professional agency in any province, while the greater accuracy and value of the former is undoubted.

The experience, indeed, which cadastral parties in the North-Western Provinces and Burma have now obtained has enabled the Survey officials to effect a considerable decrease in the rate of expenditure of their own work, and the Revenue authorities in the former province have co-operated with the Survey officials in reducing the system of cadastral survey to a more efficient and economical standard than that which formerly prevailed. Under these circumstances the Government of India is prepared to accept proposals from any Local Government which desires to utilise the Imperial Department for cadastral surveys.

3. Another circumstance which has had some weight with the Government of India in forming its conclusions is, that the employment of an officer belonging to a specially trained department for the superintendence of surveys involves a smaller charge to the country than the employment of a settlement officer or other civilian whose services are eventually required for other purposes of revenue administration. The time which is occupied by a civilian in learning survey is, therefore, to some extent lost. It is true that the Government of India is desirous that every revenue official should obtain a knowledge of survey, but the close superintendence of details in the field during the progress of measurements requires the services of a trained expert, whose education must involve a considerable amount of preliminary practice for which it is ordinarily impossible, without detriment to the administration, for an official of the Civil Service to find time.

4. A further question to which the Government of India has given much consideration is whether the work of the survey parties employed upon topographical surveys can be utilised for cadastral purposes, or whether, on the other hand, maps which have been supplied by non-professional cadastral parties can be utilised for topographical purposes. The Surveyor-General has been consulted on this point. The conclusion at which the Government of India has arrived is, that if a topographical party is working in a district which will sooner or later come under a cadastral survey, it will be desirable, if possible, to defer the topographical survey until the cadastral survey can be undertaken—that is to say, if the cadastral survey is to be conducted by professional agency. The cadastral maps can then be made to supply all the topographical information wanted. If, however, it is necessary for the Topographical Department to proceed with its work without waiting for the cadastral survey, it should be required at least to provide skeleton maps, which may be utilised hereafter for cadastral purposes. Whatever agents may be subsequently employed for field plotting, they will only have to fill up the blocks of the skeleton map supplied by the topographical party. What may be termed the scientific portion of the survey will have been completed for them. The Government of India regrets that there has not hitherto been sufficient co-operation between the Revenue and Survey authorities to ensure the utilisation of topographical work for purposes of revenue survey in the manner indicated. The whole of the Central Provinces, for instance, have been topographically surveyed, without any measures having been taken to provide skeleton maps, which might be utilised for the future surveys of the field. In the North-Western Provinces a topographical party has for the last three or four years been conducting topographical surveys in the Meerut Division; but, until quite lately, the question has not been raised whether the party could provide skeleton maps for certain districts of the division which are known to require revised field maps. The same neglect has occurred in the Punjab. The omission to observe proper precautions has been due to the want of a full understanding between the Revenue and the Survey Departments, which must not be allowed to recur.

5. Although no steps have been taken to require the topographical work to be conducted in such a way as to make it of the greatest possible use for revenue purposes, it might yet be supposed that the skeleton maps which can be reproduced from topographical field books now in the office of the Surveyor-General, although not so complete as skeleton maps purposely constructed for cadastral purposes, would still be of considerable assistance in laying down the framework for cadastral maps. The provision of such skeleton maps would indeed have been possible but for the omission in many parts of the country of the simple precaution to maintain survey marks utilised by topographical parties. It is found, for instance, that in Bengal the greater part of

the work effected by the topographical parties who have gone through the province, cannot be utilised for the reconstruction of skeleton maps on account of the disappearance of boundary pillars. The same is the case in many other parts of India. The opportunity is now taken of impressing upon all revenue and survey authorities concerned the necessity of taking strict measures to provide for the maintenance of any survey stations which have been used by professional survey parties.

6. Another matter which has forced itself upon the notice of the Government of India is the circumstance that, in constructing a programme for topographical work, sufficient advertence is not given to the fact that many districts are already provided with fairly accurate maps made by non-professional survey parties. It is true that more accurate maps may sooner or later be required for the completion of the standard series of maps under preparation in the Imperial Office; but it is desirable to consider, before these are undertaken, whether it is not first necessary to complete the more important cadastral work required for purposes of revenue administration, and the punctual accomplishment of which will in many cases be productive of large enhancement of land revenue. The so-called revenue party in the Meerut Division, for instance, is commencing the topographical survey of the Aligarh district, of which it is ascertained that the Settlement Department has provided tolerably accurate maps within the last few years. On the other hand, the districts of Gorakhpur and Basti, in which cadastral survey is believed to be inevitable, will if the survey is completed within the period of the current settlement, provide a very large increment of revenue. If the Local Government decides upon utilising the Imperial Survey Department for cadastral purposes, it will be of decided advantage to postpone the preparation of standard maps in the Aligarh district in favour of the cadastral work required for the Gorakhpur and the Basti districts. Similarly two parties are employed in the Bombay Presidency in constructing maps over ground portions of which have been already mapped by the Survey Department of the Presidency. Meanwhile the revision of the settlement of the Central Provinces is likely to commence at a very early date. The increase in cultivation in that province having since the last assessment been considerable, it is important that the cadastral survey of each district should be completed by the dates on which the old settlements fall in. Accordingly, unless the total strength of the Imperial Department can be increased, which at present is not likely, it is desirable to detach the services of the two revenue parties from Bombay to the Central Provinces. A programme of the topographical work required in each province, in the order in which it should be accomplished, is now called for from each province.

7. The system which should be adopted on cadastral surveys must next be considered. There is a general concensus of opinion among the officers whom the Government of India has consulted in all the provinces concerned, that, before field plotting is commenced, the skeleton survey should be conducted under professional agency. It is not necessary that the number of skeleton blocks or sections in the square mile of open country should be more than five, although it may be necessary to have a larger number in a country where groves and other obstacles prevent the surveyors from laying down continuous lines of maximum length. The Government of India is not at present in a position to ascertain with accuracy what should be the cost of a skeleton map on the above scale; but the Survey Department will be asked to make a special inquiry for the determination of the question. There is, however, reason to believe that in a fairly open country the cost should be kept well under Rs. 20 a square mile, provided that employment can be found in the off season for the surveyors engaged on the work. It will greatly facilitate operations if trijunction pillars are erected before the entry of a survey party upon the ground, though intermediate sites for other masonry pillars must, as a rule, be left to the choice of the survey officials. The distance between the latter will ordinarily be somewhat less than half a mile, if no obstacle intervenes; and the Revenue authorities must co-operate with the Survey officials to secure the erection of substantial pillars on such sites, and to enforce the strictest measures to preserve them from destruction.

8. When the skeleton survey has been completed, the field plotting will be undertaken by means of some subordinate agency, that of patwaris being utilised whenever they have been properly trained for the purpose. The Government of India would prefer, for reasons already indicated, that the superintendence of the subordinate agencies should remain in the hands of the professional department, but is at the same time willing that arrangements should be made for their superintendence by other agency if it can be shown that the results will prove equally cheap and efficient. Any Local Government proposing to employ other superintendence than that of the Imperial Department is invited to explain the system under which superintendence will be effected.

9. In provinces or districts in which it is intended that patwaris or village accountants should undertake field plotting, it is necessary that the staff should be thoroughly trained before the entry of the survey party into the district. Not only will some, although perhaps not a considerable, saving be effected by their employment at the time of the initial survey, but it is also extremely important that the correction of maps up to date should from year to year be maintained by a permanent staff whose services are also required by the State for other purposes. It is necessary, therefore, that all patwaris should learn how to measure fields; and, this being the case, they should, if possible, be trained to do the work required at the time of the initial survey. For these reasons, the Government of India will be glad to receive early information from Local Governments concerned as to the method which they propose to adopt for the thorough education of patwaris in surveying. The Government of India has satisfied itself that the most efficient and speedy mode of instructing patwaris in surveying is to place them for a certain time with a survey party engaged in actual field survey. But it may not always be feasible or convenient to adopt this plan. It may, on the other hand, be found desirable to send small survey parties into a district in which patwaris are to be instructed, and to measure a few villages in anticipation of the general survey of the district with the object of forming a temporary survey school. It will be desirable for each Government to make the arrangements most convenient to itself for the attainment of the required object. The Government of India only desires that no such delay may take place in the education of patwaris as will postpone the revision of assessment beyond the date on which the current settlements fall in.

10. A similar course is necessary with regard to officials of higher grades whose duties will bring them into connection with survey operations or with any settlement duties which are intimately connected with them. This matter has already been the subject of correspondence with Local Governments in connection with the Famine Commission Report, but is, in the opinion of the Government of India, of so much importance as to deserve further notice in the present Resolution. In any reply to this Resolution mention should be made of the measures which have been adopted for the purpose.

It is just as essential that officials, whether Native or European, who will be called upon to exercise close supervision over the work of patwaris, should receive preliminary training, as that patwaris themselves should receive it. Such measures as are compatible with other administrative arrangements in each province should be taken to train revenue officials of every grade in the knowledge requisite to superintend the formation of a village map and record. The necessity of this procedure was foreseen by Mr. Thomason, Lieutenant-Governor of the North-Western Provinces, from whose Minute on the subject of preparing a district for settlement the following instructions are* quoted :—

"If the measure is determined upon, preliminary steps should immediately be taken for laying down the principles of procedure and forming the establishment by which they are to be worked out. The error of extreme haste which detracted from the benefit of the operations in the North-Western Provinces, should be avoided. This can only be done by a regular and deliberate course of procedure. The several steps of the operation should be laid out, the necessary agents should be instructed and trained, and then the work may be safely carried on with a degree of regularity and certainty which was quite unattainable in the early period of the operations."

* Thomason's Despatches, Volume I., page 367.

The Government of India has had occasion to notice that the neglect of these instructions has, in more than one instance, led to much financial loss and administrative difficulty, in consequence of the extremely imperfect manner in which maps and records have been provided. It is now requested that the system adopted for the preparation of a district staff in anticipation of the commencement of survey operations may find a place in the annual administration report of each province concerned.

11. The system of mensuration which should be adopted has been the subject of consideration in consultation with the Surveyor-General, in whose office the system applied is that known as the comb system. It has, however, been decided that the comb system cannot with safety be applied to any maps which do not reach a high standard of accuracy. It is therefore necessary that areas of field should, unless experienced surveyors are employed, be calculated on the ordinary system of chain measurement in accordance with recognised rules. At the same time the comb system is acknowledged to be a most simple and efficient method of mensuration in proper hands, and may therefore be brought into use whenever it is satisfactorily determined that surveyors are sufficiently well trained to justify its application to their maps. There will, in the opinion of the Government of India, be a considerable advantage in requiring mensuration to be taught at schools of the class at which patwaris' children and others in the same station in life, are likely to attend; and the question should be referred to the Educational Department in each province whether there would be any objection to the introduction of a simple manual of mensuration as of the standard school-books. It may be understood that although the comb system is not advocated for general use at present, yet that it will, in the hands of any properly trained patwaris or amíns be found a most simple and efficient method of mensuration, and should therefore be included in any school manual which may be issued.

12. Another point which the Government of India believes to be of great importance in the desirability of maintaining within each Province a staff of uniform strength for continuous employment. An irregular demand upon the Survey Department, which involves the breaking up of well trained, or the formation of untrained parties, is productive of the loss of much efficiency, and entails much expenditure. For these reasons, it is expedient that each Local Government should require a forecast to be made of the area which will have to be cadastrally surveyed within the next ten years, and so arrange its programme that work may be found without interruption during that term for the entire staff which is placed in charge of initial operations. There are at present under the Revenue Branch of the Imperial Department ten survey parties, of which at present there are employed in—

Burma	3	cadastral.
North-Western Provinces	2	ditto.
Ditto	1	topographi.ica
Bengal	1	ditto.
Bombay	2	ditto.
Punjab	1	ditto.

13. The Government trusts that it may be possible to allot this number of parties for ten years, from the autumn of 1883, among the provinces of the Punjab, North-Western Provinces, Central Provinces, and Burma, and will desire each of these provinces to submit a programme of its requirements for that period. As at present advised, the Government of India believes that the area which can be surveyed by one party in one season may be estimated at from 600 to 700 square miles when the fields are not unusually small. If, however, any modification is made in the survey unit, in accordance with suggestions made further on, the area will probably be extended.

14. Another question of the highest importance to which the Government of India desires to direct the attention of Local Governments is the cost of field survey. It is satisfactory to find that the efforts of the Revenue and Survey authorities of the North-Western Provinces to bring the cost of cadastral survey within narrower limits have been so far successful, but it is still the case that expenditure on cadastral survey is so great as to make it doubtful whether the Government of India can allow the cost to remain even at

the present standard. Whether surveys are undertaken by professional or by non-professional agency, the Government of India must insist upon their cost being kept within certain definite limits under all circumstances. Although it is not yet decided what those limits should be, there is every reason to believe that one method in which expenditure can be materially reduced is by increasing the size of the survey unit. The cost of survey is estimated to vary from Rs. 300 a square mile for fields averaging $\frac{1}{6}$th of an acre to Rs. 50 a square mile for blocks of 50 acres. Supposing, then that, it were determined that no professional survey should undertake the mapping of fields of smaller size than one or two acres, and that the internal fields should be filled up by patwaris in the ordinary course of their duties after the departure of the special survey party, the cost of a survey might be very greatly reduced, perhaps from Rs. 200 to Rs. 100 a square mile. This subject was considered by a conference of revenue and survey authorities at Allahabad in 1879; and although the decision was given against any limit being placed on the size of the survey unit, it is doubtful whether sufficient stress was then placed upon the financial exigency of the measure. The issue must simply be confined to the question whether the country can afford an absolutely perfect survey. Some valuable remarks on the subject are contained in a memorandum on agricultural statistics by Mr. C. A. Elliott, when Secretary to the Famine Commission, published in Appendix I. of the Famine Commissioners' Report, and appended in a note attached to this Resolution. Serious consideration ought now to be directed to this question. The Government of India desires to be informed at an early date whether in the opinion of each Local Government concerned, the objections against placing a limit to the size of the survey unit outweigh or not the financial objections to providing a more complete map.

15. Another method of reducing the cost of survey operations preliminary to settlement or to the formation of a village record, is to employ the professional officials in filling up certain columns of the village papers which ar[e] ordinarily written by the revenue staff. This plan is found to do away wit[h] the necessity of a second visit to each field by the revenue officials, and h[as] been, it is understood, adopted in some of the districts of the North-West[ern] Provinces with advantageous results. The opinion of Local Government[s is] invited on this question.

16. In some provinces and districts expenditure on survey has been so much mixed up with expenditure on other operations that it has become impossible to ascertain what the real cost of the survey has been. But whatever system of survey be adopted, the Government of India desires that expenditure on survey may be kept sufficiently distinct from expenditure on other operations to enable a fairly correct estimate of the cost of survey to be provided. It is believed that much bad survey work has been accomplished at seriously high rates, the true expenditure on which has been entirely obscured by its confusion with other operations. Such procedure prevents a proper control over survey expenditure, and must be in the future prohibited. Whatever time, therefore, is devoted by Settlement Officers or other officials to the actual supervision and testing of survey work must be separately recorded and estimated in order that some check may be kept on the cost of survey operations. The cost rates of survey in each district under measurement should be included in the Annual Administration Reports.

17. Another question which has not received sufficient attention but which is of serious importance, is the quality of work turned out. The Government of India has no objection to any Local Government adopting what measures it may prefer for the conduct of survey in any part of its province, provided that the cost is kept within certain limits and that a system of survey is adopted which will ensure the quality being kept up to a certain standard. For this purpose it is necessary that in any province in which the survey is conducted under non-professional agency, the cost and quality of work should be tested by recognised experts. Occasion has lately be found to test the results of more than non-professional survey work, and the results of the examination have been far from satisfactory, the cost having been found to differ very little from what it would have been under professional supervision. The Government of India is constrained to ask Local Governments to assist it in preventing any continuance of such unsatisfactory results.

18. A question has been raised whether it would be more economical to print cadastral maps by photography in Calcutta or by lithography at local presses. The matter is one in which the Government of India is not desirous of interfering with the arrangements of the Local Governments; but it takes this opportunity of stating that it has been found economical to employ photography when the original maps contain much minute work, and to adopt the hand drawing process when the maps are open and not crowded with detail.

19. A further point to which the Government of India is desirous that the attention of Local Governments should be directed is the question whether it is more convenient to print maps upon paper or upon cloth. The Government of India has received information that maps printed upon cloth are more serviceable to village accountants and others for daily use in the fields. Sample of such maps will be provided for inspection before an answer is required to this reference.

20. Finally, the Government of India desires that early consideration should be given to the system in which cadastral maps once provided should be corrected up to date from year to year. The Government of India is, on financial grounds, compelled to require that a properly organised staff should be kept up for the continuous maintenance of maps once provided. It is impossible that funds can be furnished for continually recurring revisions of cadastral surveys. There is in all temporarily-settled provinces, to which mainly the present Resolution has reference, a staff of village accountants, one of the primary duties devolving upon whom is to keep up an accurate field record. The Government of India is aware that the education of these subordinate officials in surveying has been hitherto neglected. This must no longer be the case. Efficient measures must in future be taken to prevent any official of this class from being appointed if he is not qualified to take up, when required, the survey of his village or to revise a cadastral map. The Government of India desires, therefore, that information may be supplied as to the measures which Local Governments may find convenient to adopt in order to ensure this object; and it requests that the progress which has been made in the education of village accountants in surveying may be noted in future in the Annual Administration Report of each province in which should be given every year the total number of village accountants in each district and the number of them who have been passed as qualified in surveying.

21. The following is a résumé of the matters to which this Resolution draws special attention, or upon which information is required. The Government of India having ascertained that the cadastral work of the professional service is as economical, and, as a rule, more certainly accurate than any other, is prepared to accept proposals from any Local Government to utilize the Imperial Department for cadastral purposes (paragraph 2). If the Imperial Department is not utilized, it desires to be satisfied that the survey operations are kept within certain limits of cost and reach a certain standard of quality (paragraph 17). It may be possible to place for ten years from 1883 ten cadastral parties at the service of the provinces to the Governments of which this Resolution is addressed. It is important to the Survey Department, as well as to each province concerned, that a staff of constant strength should be continuously maintained throughout a certain number of years, and each province is asked to submit its programme accordingly (paragraphs 12 and 13). Where topographical parties are at work in districts in which cadastral survey will follow, they should be required to provide skeleton maps (paragraph 4), for the utilization of which permanent marks, including trijunction pillars, must be maintained (paragraph 5). Topographical parties should be taken into districts where field maps are inaccurate, in preference to districts in which they are fairly good. A programme of the topographical work recommended is therefore called for (paragraph 6). It is deemed desirable that skeleton maps should be made by professional agency (paragraph 7), and that field survey should ordinarily be undertaken by patwaris under professional superintendence. Other superintendence, however, may be accepted if it gives as cheap and efficient results. A report is asked for if the latter course is proposed (paragraph 8). It is necessary to take early steps to instruct patwaris in survey. A report is asked for as to the method of instruction proposed (paragraph 9); also as to the measures taken for instruction of officials of higher grades (paragraph 10). Mensuration should be taught in schools.

The comb system, though it may be taught as well as Branches, and debited to be used except by accurate surveyors. It cannot in the case of any special taught. The question of introducing a manual in understanding that the whole to the Educational Department (paragraph 11). T r. In the case of Bombay kept within definite limits, and the question must be ys executed in the Revenue unit should not be kept above certain minimum ng any such special work, the required (paragraph 14). One method of reducin with the Government of India settlement is to employ professional officials in fi ther it be a lump sum or a village papers which are ordinarily written by t of Local Governments is invited on this question (par. nment of the expendigauge the cost of survey accurately, it must be kept di Revenue" and on settlement. The cost-rate of survey in each district is to be year in the Administration Report of the province (paragraph 16). Maps may be printed by photography at Calcutta if containing very minute detail (paragraph 18); and the question is asked whether paper or cloth is preferred as a material (paragraph 19). Finally, an explanation of the system on which maps are to be kept up is asked for (paragraph 20).

An early reply is requested to the enquiry in paragraph 13, in anticipation of the further information called for in other paragraphs.

ORDER.—Ordered, that a copy of this Resolution be forwarded to the Governments of Bengal, North-Western Provinces and Oudh, and the Punjab, and to the Chief Commissioners of British Burmah, Central Provinces and Assam.

Ordered also, that a copy be forwarded, for information, to the Governments of Madras and Bombay, to the Chief Commissioners of Coorg and Ajmere, to the Resident at Hyderabad, and to the Surveyor-General of India.

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No. 859.

INDIA.—DEPARTMENT OF FINANCE AND COMMERCE.

[ACC]OUNTS AND FINANCE.

CALCUTTA, *the 24th February* 1883.

[R]EAD the following papers :—

(1) Proceedings in this Department for the month of January 1879, Nos. 87 to 91 (Accounts).

(2) No. 3353, dated 30th September 1881, promulgating the revised scheme for the provincialisation of the finances and the development of Local Self-Government.

(3) No. 4150, dated 5th October 1882, laying down rules for the division of a charge between the Imperial and Provincial Governments.

Read also—

Letter from the Comptroller General, No. 4639. P, dated 16th September 1882, soliciting instructions as to what portion of the Revenue Survey charges of parties working under the orders of the Surveyor General is to be consi[dered] Imperial and what portion to be treated as Provincial.

R E S O L U T I O N.

THE expenditure of the Department of the Survey of India is charged in the accounts under "Land Revenue" and "Minor Departments," according as it is incurred in the Revenue Branch of the Survey, or in the Topographical and Trigonometrical branches. This arrangement dates back to the time when the several branches of the survey were under separate heads, and organised without reference to each other. Since the amalgamation of the three branches in 1878, the necessity for this separation of the Survey charges under two Budget heads has to some extent disappeared; but in accordance with the Secretary of State's orders, it is still retained with the view of preserving uniformity in the accounts of past and future years. The Government of India has decided not to re-open this question.

2. Hitherto the entire cost of all professional surveys, and of the administrative staff of the department in all its branches has been "*Imperial.*" Until lately the only charges borne by the Provincial Governments have been for *extra-professional* surveys, such as the cadastral surveys at present in progress in the North-Western Provinces and Burma. In regard to these, the Provincial Government has, in the case of Burma, been debited with the cost of the temporary native establishments entertained as supplementary to the regular staff of a survey party: but in the case of the North-Western Provinces the total cost of the whole cadastral party has been divided equally between *Provincial* and *Imperial*. The Provinces also were charged with the cost of printing their cadastral maps.

3. Under the revised scheme for the Provincialisation of Finances, all expenditure on Surveys chargeable in the accounts to Land Revenue was provincialised so far as regards the Local Governments marginally noted. Each Local Government in question was in future to bear such percentage of this expenditure as corresponded to the percentage of land revenue assigned to it. This principle therefore, save in the case of Madras and Bombay, will regulate the division into *Imperial* and *Provincial* of all charges incurred in the Revenue Branch of the Survey Department, and consequently debited to "Land Revenue" in the accounts. Charges

	Percentage of Land Revenue assigned.
Bengal	32·2284
North-Western Provinces and Oudh	25·4542
Punjab	40·7193
Central Provinces	49·2047
Assam	63·0222
British Burma*	32·8367

* The Burma percentage will vary every year according to the contract.

incurred in the Topographical and Trigonometrical Branches, and debited to "Minor Departments," will continue *Imperial*, save in the case of any special work done for a local Government, on a distinct understanding that the whole or a portion of the cost would be borne by the latter. In the case of Bombay and Madras this latter rule will apply also to surveys executed in the Revenue Branch of the Survey of India. Before commencing any such special work, the Surveyor-General will determine, in communication with the Government of India the sum payable by the province concerned, whether it be a lump sum or a percentage of the actual cost of the survey.

4. The following rule will determine the apportionment of the expenditure between the heads "Revenue Survey" under "Land Revenue" and "Topographical and Trigonometrical Survey" under "Minor Departments" in the case of parties employed otherwise than in the Presidencies of Madras and Bombay :—

(1) All purely Revenue and Cadastral Surveys are to be entirely charged as Revenue Survey.

(2) If a party is directed to do part of its work on a large scale for provincial requirements, and not less than half on one of the scales of the standard Topographical Survey, the charge is to be taken ¾ to Topographical Survey and ¼ to Revenue Survey. When a materially greater portion is provincial the cost to be equally divided.

(3) Special work done at the instance of a Provincial Government, outside the ordinary work of a survey party, is to be entirely charged to the Government concerned.

Parties employed in the Presidencies of Madras and Bombay are employed on Revenue Survey work only by an arrangement with the Government concerned and a lump-sum will be charged in respect of such work to the Government concerned.

5. The following rules will be observed in the preparation of the Budget estimates of the department and in the adjustment of their duties, th[e] ...-General

(1) All revenue and expenditure ... of the will in the first place be brought ... the India portion of the Accounts as *Imperial*.

(2) The Surveyor-General will inform the Comptroller-General (*a*) what particular specified charges are to be taken against each Provincial Government on account of items provided for in para. 4 (3) and (*b*) what proportion of the charges of a specified survey party for the whole year is to be reckoned as chargeable (both imperial and provincial) against each Local Government.

(3) The adjustment of expenditure between the India and the provincial portions of the accounts will be made on the closing of the accounts; and for any special charges, entirely payable from provincial revenues under Rule 4, clause 3, a further adjustment will be made upon the local accounts, so that the imperial share may be reimbursed at the cost of provincial revenues.

(4) The estimates will be drawn up in the first place for all the charges without reference to distribution between Imperial and Provincial. A separate statement will be appended showing what part of the charges is estimated as Revenue Survey under each Government. This latter part will be passed on in appropriate form to the estimates of the Provincial Government concerned.

(5) An appendix will be added to the estimates giving the official names and numbers of the different survey parties, under which their several accounts will be rendered during the year, the nature of their work, their geographical location and the proportion in which their charges are distributed between Minor Departments (Survey for scientific purposes only) and Revenue Survey (Survey for revenue or administrative purposes).

6. The estimates for 1882-83 having been revised under the above Rules, it is found that the charges for Revenue Survey to be passed on to the accounts of the Local Governments have been modified as follows :—

	Original estimate.	As now recompiled.
Burma	5,66,300	5,65,378
Assam	5,000	23,360
Bengal	74,000	53,046
North-Western Provinces	2,69,440	2,28,090
Punjab	68,000	34,240

By this alteration of calculation the following additional charges are thrown upon Provincial Revenues :—

	Rs.
Assam	18,360 × ·630222=11,570

while provincial revenues have been relieved to the following extent :—

	Rs.
Bengal	20,954 × ·322284= 6,753
North-Western Provinces ...	41,350 × ·254542=10,525
Punjab	33,760 × ·407193=13,747

The necessary adjustment of the provincial contract is therefore completed by adding to the provincial share of Assam Rs. 11,600, and subtracting from those of Bengal, North-Western Provinces and Punjab, resp[illegible] Rs. 6,800, 10,500 and 13,700.

7. A statement is annexed showing the [illegible] in the Budget Estimates of [illegible], on the principles laid down in this Resolution of the charges i[illegible] 1882-83.

[illegible] branch[illegible] ...he foregoing Resolution be communi[illegible] ...es of the [illegible] we[illegible] and Agricultural Dep[illegible] of the district [illegible]

ORDE[illegible] local Gov[illegible] and Administration me[illegible]

* Original returned. -General and t[illegible] Comptrollers concerned, [illegible] ...t of India would like

Distribution of Charges of Survey P[illegible] ...class under discussion to reside within ...erstood, been advocated by many officers, ...t of India.

[illegible] question is [illegible] writing in English those records which are to be used for statistical purp[illegible] This is very important. It is believed that tables and figures if record[illegible] English will be much more fully and closely examined by superior officia[illegible] than if they were recorded in vernacular. It seems therefore important that future candidates for supervising appointments should not be admitted unless they can write accounts in the English character.

9. The Government of India trusts that some rule exists, or will be established, in each province under which the circle or area entrusted to each supervising subordinate will each year be visited and in part tested by an officer of responsible position in such a manner that within a reasonable period every village in the circle will have been personally inspected by some official of authority. If care is taken to introduce a good class of supervising officials, there will be little occasion, in the opinion of the Government of India, to require any very extensive amount of testing from officers of higher grade; but at the same time it is absolutely necessary that every supervising officer should have his work so far examined as to lead him to fear detection of error whether wilful or resulting from carelessness. Neglect of duty from whatever cause should, whenever discovered be severely punished, and every care should be taken that supervising subordinates are not allowed to neglect the duties prescribed under the provincial rules in order to undertake other work which is not so prescribed. If the responsibility of checking the village records is in this manner enforced upon a competent supervising staff, the maintenance of a correct record will, it is believed, throw no excessive amount of labor upon the officers of higher rank.

10. The main object in urging these questions upon the further notice of the Local Governments and Administrations is to ensure the establishment, in

BETTER ORGANIZATION OF KANUNGO STAFF.

No. 339R.

Extract from the Proceedings of the Government of India, in the Revenue and Agricultural Department ; under date Calcutta, the 14th March 1883.

R E V E N U E.

READ—

Resolution of the Government of India in the Revenue and Agricultural Department, No. $\frac{6}{310\text{-}50}$ G., dated the 8th December 1881, regarding the formation of Agricultural Departments in India.

Resolution of the Government of the North-Western Provinces and Oudh in the Oudh Revenue Department, No. 3575R., dated the 31st December 1881, relative to the amelioration of the Kanungos staff in Oudh.

Despatch from the Secretary of State, No. 67, dated the 26th October 1882, communicating observations on Mr. Stack's Memorandum upon Current Land Revenue Settlements in the temporarily-settled parts of British India.

R E S O L U T I O N.

IN the Resolution of 8th December 1881, the Government of India proposed, as an essential part of the programme of the Agricultural Departments, the better organization of the staff required for the supervision of village records. The Governor-General in Council is glad to know that in all provinces in which the Agricultural Departments have entered upon their duties, this portion of [illegible] principle been entirely accepted.

[illegible] ...ue of the Resolution ab[illegible] noted the maintenance of [illegible] of even more vital i[illegible] The success of the [illegible] in con[illegible] the suspension [illegible] leases of each [illegible] it and re-settle [illegible] ...ent of each district, the [illegible] ...ct rea[illegible]

Secretary [illegible] ...t of India.

4. There should be no difficulty in obtaining, by enquiry and examination, candidates who can satisfy the first and second conditions, provided that the third and fourth conditions are fulfilled by the Administration. Educated young men of respectable family and good attainments can now be obtained throughout India if only fairly good pay and prospects be offered to them. It is believed that due provision has been or is being made in each province for the establishment of an adequate scale of salaries for officials appointed as Revenue Inspectors and supervisors of village accountants; but there appears to be considerable doubt how far provision is made in the regular line of the revenue administration for recruits from this staff of officials.

5. The Government of India will be especially glad to receive information on this point. It appears important that in order to induce candidates of the required character to enter the supervising staff the same hope of future advancement should be given to them as is given to those who enter the ordinary revenue establishments. It may be advisable therefore to establish some rule under which a certain percentage of vacancies in the Revenue Departments may be offered to officials of the supervising staff. It does not appear sufficient to make the promotion merely permissive. It is not unnatural that vacancies in the regular line should usually be offered to those officials or their friends who come most into personal contact with the officers in whose hands patronage rests. As the duties of Kanungos, Revenue Inspectors and similar officials usually confine them to outlying parts of the district, their claim to promotion in the regular line is not unlikely to be overlooked, unless a certain number of such appointments are strictly reserved for duly qualified members of the supervising staff.

6. A secondary advantage will, in the opinion of the Government of India, result from this measure. The supervising staff, from the nature of their duties, acquire a considerable knowledge of agriculture and of the condition of the agricultural classes—a branch of knowledge in which the revenue subordinate establishment is at present, it is believed, often deficient. In consideration of the important part which knowledge of the kind should play in the revenue system, it is important to infuse into the upper grades of the subordinate service an acquaintance with the agricultural conditions [illegible] district [illegible] province in which they hold office.

7. The next que[illegible] which the Governme[illegible]f India would like [illegible]nsidered is that of [illegible]arges of St[illegible]ials of the [illegible] discussion to reside within [illegible]les. The [illegible] und[illegible]od, been advoc[illegible]ment, and se[illegible]ing [illegible] of India [illegible]

leases shall be reduced to the or[illegible] [illegible]he question how the present settlement matter of arrangement of detail. H[illegible] series contemplated in paragraph 8 is a his expedient of summarily revising [illegible] ives an example of how it might be done; term could, I think, be easily enough [illegible]ertain settlements, for a short additional districts. But I do not think Government effected in the case of a good number of on his proposals till the series has been can be expected to take any action each proposed Settlement Circle, and it is worked out more or less completely for serious difficulties of detail in the way. proved thereby that there are no

6. One difficulty in the way is this; there are now eleven settlement parties at work in eleven districts. Nine of these parties will probably finish work at about the same time some two years hence. Not less than five or six Settlement Officers will take long furlough at once, and probably not wish to return to the department, so there would be no difficulty in their case; but with regard to the native establishment, if only three or four new settlements are started, half the men now in service will be put out of employ. This, however, is a difficulty which will have to be faced some day any how; and on a larger scale if no change is made in the present plan of operations.

7. I think Captain Wace has done good service in bringing the subject forward, and I recommend that he be asked to draw up at his leisure a scheme for the arrangement of each Settlement Circle in the way proposed in his 8th paragraph. The matter should be taken up now, so that orders may be obtained before the great break-up of present settlements, which will happen two years hence.

each province, of a machinery by means of which the expense of future revisions of land settlements may be spared. In almost every province the contention has been made that the existing staff is not qualified for the work. A special establishment has therefore, on each occasion of a revision of assessment, to be supplied, and often at great cost. It is desirable that the permanent staff should become gradually qualified to perform all the duties ordinarily conducted by a special settlement establishment, and it is considered that if effect be given, as far as provincial resources admit, to the measures recommended in the preceding paragraphs, the necessity for such special establishments and inordinate expenditure will, to a great extent, disappear.

11. Another object which the Government of India has in view is to induce the employment of the young men who belong to the most respectable families of the country in duties which are of high importance to the State, and which demand the best intelligence and the greatest honesty which can be made available for the purpose. The settlement of many difficult issues connected with the relation of landlord to tenant and with the assessment of rent and revenue will in future depend upon the accuracy of the information recorded or provided by the staff of supervising officials, who should therefore be specially selected with regard to their integrity and respectability.

12. The Government of India invites the views of the Local Governments and Administrations on these matters, and desires at the same time to be furnished with copies of any rules which Local Governments have issued up to date, or propose to issue, in connection with the qualifications, pay, and promotion, &c., of the staff entertained in each province to supervise the village record system.

ORDER.—Ordered that a copy of this Resolution be forwarded to the Local Governments and Administrations noted in the margin for information and report.

Bengal.	British Burma.
North-Western Provinces and Oudh.	Coorg.
Punjab.	Ajmere.
Central Provinces.	Assam.
	Hyderabad.

Also that a copy be forwarded to the Department of Finance.

[TRUE EXTRACT.]

E. C. BUCK,

Secretary [illegible] *of India.*

[illegible] re-settlement of our land re[illegible] leases of each [illegible] should provide a settlement establishment [illegible] it and re-settle [illegible] possible. At the [illegible] conclusion of the settlement of each district, the [illegible] ment is either transferred [illegible] to another district ready for re-settlement or reduced. This system involves the following evil:—

(*a*) It affords no security that the officers and subordinates of our Settlement establishments have a sufficient previous training.

(*b*) Large areas in the province come under settlement at the same time. The settlements are apt to be hurried; important issues are raised, decided, and the decisions applied simultaneously to large areas, without its being in our power to test our decisions by gradual introduction in limited tracts; the administration and also the public at large recognize the importance of these issues; and consequently no considerable settlement operations have been undertaken during the last 20 years in any province of India which have not provoked violent discussion. Whatever the Settlement Department does, there is always found a strong party both among the officers of Government and among outsiders to say that something else should have been done instead.

At the bottom of all this discussion lies a conviction that our settlement operations are governed by the ideas of a few leading men who are in power for the time, and are not as yet based on any sufficiently ascertained principles.

No. 264, *dated* MOOLTAN *4th February*, 1876.

From—J. B. LYALL, Esquire, *Settlement Commissioner, Mooltan and Derajat Divisions,*
To—The SETTLEMENT SECRETARY *to Financial Commissioner, Punjab.*

I BEG to send, for the Financial Commissioner's orders, copy of a memorandum which Captain Wace sent me this month on the subject of the haphazard way in which settlement operations are carried on at present.

Some remarks which he made on the same subject last year (or the end of 1874) were said by Government to be worthy of attention, but as they were not directly connected with the matter in hand, no other notice was taken of them.

2. Captain Wace's arguments appear to me to be very strong. It is certainly a fault in the way in which recent settlement operations have been conducted—that many settlements are commenced at once, and others taken in hand before the first have been completed: hence untrained men have to be entertained, and when trained they often fail to get re-employment. This is bad for the work, and demoralizing for the men.

3. I also agree entirely in thinking that these re-assessments of numbers of adjacent districts, all at the same time after intervals in which a new generation has grown up, are a mistake on political grounds.

Also that with a system of gradual reassessment, district by district, of each Settlement Circle fewer mistakes would be made, and the procedure much improved.

4. The suggestion in paragraphs 9 to 11 of the memorandum to effect that the Settlement Officers should, in addition to their particular work, be made useful in compiling agricultural statistics and superintending experimental farms in other districts of their circles, is worthy of attention. If Settlement Officers are relieved of most of the judicial work (as they have been in the Delhi division) they might have time to be useful in these ways. But if it is intended that the English officers shall be permanently attached to the Settlement Department (I am not sure that I agree); there is a great deal to be said for the opposite policy of pa... ficers through the Depar... and so training them for revenue ... Commissioners. ... now the present

5. ... duced to the or... series contemplated ... to five years ... arrangement of detail. H... ives an exampl... ettled in 30 years, and ... edient of summarily revising certain ... ould be sufficient to resettle ... I think be easily ... years each. ... ommend that the province be divided into five settlement circles or divisions thus :—

	THE DIVISIONS OF	No. of districts.	Fixed rent roll in lakhs.
			Rs.
1.	Delhi and Hissar	6	41
2.	Umballa and Jullundur	6	46
3.	Lahore and Amritsar	6	44
4.	Rawalpindi and Peshawar	7	32
5.	Derajat and Mooltan	7	27

and that for each circle a scheme be drawn up, providing for the arrangement of its settlements so as to lapse in an orderly cycle of 30 years.

MEMORANDUM *recommending the division of the Punjab into five Settlement Circles, and the arrangement of the leases of the districts in each Circle in an orderly series, so that one district in each Circle shall come under Settlement every fifth or sixth year.*

The leading principles followed in our management of the land revenue in the Punjab are two: (1) that the assessment be limited to half the proprietary profits, and (2) that the assessments be, wherever practicable, made for long terms of 20 or 30 years each.

The object of this paper is to urge the practical wisdom of adding a third principle, *viz.*, that the assessment of the several districts or tahsils be so arranged as to lapse in an orderly and continuous sequence.

2. The main things necessary to the successful assessment of the land revenue are—

(*a*) An establishment of officers and subordinates properly trained to the work.

(*b*) A knowledge of the agriculture of the tract under assessment, and of the productive capacity of the land.

(*c*) A system governed by well tried principles, whereby our establishments shall apply their knowledge to the just assessment of each tract.

3. The course of our settlements in the Punjab, as at present followed out, does not provide these essentials in any assured way. It is not based on any defined scheme, but has merely grown with the exigencies of each year.

When we annexed the Punjab, sound policy required of us to give to each district as quickly as possible a 20 or 30 year's lease of the land revenue. We could not stop then to consider how the re-settlement of these districts could be taken up, if they all fell in nearly at the same time. The exigencies of the moment were all important, and we had not leisure to look forward to these eventualities. But now that our administration is consolidated, it is our duty to look more closely into these matters.

4. It will be readily admitted, that to make a good settlement of the land revenue is one of the most difficult operations that we have to perform. It involves the security of property in the land; its maintenance at a high value, the content and welfare of the great mass of the population, the stability of the major portion of our revenue, and the political success of the administration.

5. The main principle, which at present guides us in arranging for the re-settlement of our land revenue, is that as the leases of each district fall in, we ... rovide a settlement establishment for it and re-settle it as quickly as ... unreliable. ... conclusion of the settlement of each distri..., the establish... to another district ready for re-settlement or reduced.

12. There is ... the country, except amo... ving evil :— those who formerly served in it, an... the officers and subordinates of o... admit that they do not know as much as they o... fficient previous trainin...

Our system makes such knowledge impossible. Our district... have their hands full of a multiplicity of duties and the Settlement ... when they have spent five years in one district, are probably sent t... 200 miles away. There can be no real knowledge of agricultu..., da... continuous observation and detailed record systematically carr... sten... without ... from year to year.

13. The absence of a permanent staff of officers wh... ven to the agriculture of the country, such as we should have under the system suggested, is moreover the shipwreck of most of our attempts to introduce new staples or improve existing methods of agriculture. A Settlement Officer under the system suggested could reasonably be expected to have such a knowledge of his work as to manage successfully a few Government estates scattered over his division, and we should have in them officers whose duty it would be to give new staples and new methods a fair trial, to observe them intelligently, and to introduce them to the people, and who would be qualified by previous training for that duty. At present it is a matter of the purest chance whether such measures fall into the hands of officers who are capable of doing justice to them.

(c) When no new settlements remain to be taken up, the valuable agents employed in the settlements just concluded are dispersed. Some disappear from sight altogether, others are absorbed in our regular establishments, and of these many no doubt continue to perform highly valuable service in the revenue administration. But in either case the effect on our settlement business is the same; the old experience is thrown away, and when a settlement establishment is next required, it will have to be made almost anew.

6. In the preceding paragraph I have not dwelt sufficiently on the political evil involved in the present fitful nature of our settlement work.

When new settlements are commenced simultaneously in a large portion of the province the agriculturists of the districts affected anxiously watch for their results. They have not seen any such operations in their vicinity for 30 years past, the officers in charge of these settlements are not those who made the former settlements, nor in any way connected with them. But if instead of placing a large portion of the province under settlement at one time, we were so to arrange our leases that a small portion of each division would always be under settlement, the agriculturists would acquire a confidence in our settlement operations which they cannot reasonably be expected to possess so long as they are wholly exceptional operations recurring at long intervals.

7. The settlement of a district ordinarily takes from four to five years. Omitting Simla of which the revenue is only Rs. 14,000 there are 31 districts in the Punjab of which the revenue is—

Main Heads.	Lakhs.
Fixed rent-roll	191
Fluctuating rent-roll	4
Grazing dues	$4\frac{1}{2}$
Government estates	7
Assigned revenue	30
Total Rs.	$236\frac{1}{2}$

or about $7\frac{1}{2}$ lakhs or £ 75,000 per district. If it takes from fo[...] years to settle a district, it follows that six districts can be s[...] years, and therefore that five settlement establishments wo[...] sufficient to resettle the whole Punjab in recurring cycles of 30 [...] province be divided into five

8. To this end I recom[...]

The Divisions of	No. of districts.	Fixed rent roll in lakhs.
Delhi and Hissar		
[...]balla and Jullundur		
D		
E		
F		

1885
1885
1888
1884
1887

This, as respects the dates of expiry of existing settlements, is one of the cases which Government will have to meet if the scheme suggested by me is adopted. I suppress the names of the districts, because I do not wish a mere example to be converted into a definite proposal. It is as unpromising a case as could be conceived, yet by the following treatment the districts can be put into an orderly sequence:—

9. By such a scheme continuous employment would be provided for a limited number of settlement establishments.

No more than one-sixth of the province would ever be under settlement at the same time.

The work being continuous, it would become more systematic, and would be capable of greater excellence than can possibly be attained under the present irregular system.

The issues raised at each settlement would affect only a limited portion of our revenue and our agricultural population, and would therefore be considered with more calmness, and the decisions arrived at would at first only be applied to limited areas, and if proved by experience to be erroneous, could be corrected before extension to other districts.

Our settlement operations would be kept continuously before the people; and their moderation being thus gradually and continuously brought home to them, they would no longer excite any special anxiety, or be capable of misrepresentation except to the same extent as the other ordinary operations of our administration.

Lastly, such a system is the only one under which it is practicable for Government to take a continuous active interest in the agriculture of the country, and to collect really reliable statistics of its produce.

10. This last feature in the scheme is of great importance. It is obvious that if our settlement operations are thus made continuous and confined to small areas working in a cycle over divisions of fixed limits, the Settlement Officers can be required to collect statistics of produce in their divisions in a continuous and systematic manner, and we can fairly require them to become experts in agriculture to a degree which cannot be expected under the present system.

11. It would become the Settlement Officer's duty to maintain registers showing for each year the success of the crops of each district, the rain-fall and the prevailing prices; also to record the results of experiments to ascertain the average produce of each crop and himself to initiate and carry out such experiments on a scale and system which is as yet nowhere attempted.

It may be replied that it is already the Collectors duty to see to all this.

This is true; but it is also true that it is never done continuously as it ought to be done.

Returns are annually drawn out, and experiments to ascertain produce are made; but it is no one's business to put these returns to any practical use until the Settlement Officer comes after 30 years; and then he finds data which it was no one's business to use or check are either not forthcoming or unreliable.

12. There is little, hardly any, detailed knowledge of the agriculture of the country, except among the Officers of the Settlement Department and those who formerly served in it, and even Settlement Officers themselves wi[...] admit that they do not know as much as they ought.

Our system makes such knowledge impossible. Our district[...] have their hands full of a multiplicity of duties and the Settlement [...] when they have spent five years in one district, are probably sent t[...] 200 miles away. There can be no real knowledge of agricultu[...] continuous observation and detailed record systematically carr[...]

[...], dated
[...]stematiza-
[...]though His
[...]s any orders
[...] permanent staff of officers wh[...] the Financial
[...] should have under the [...] institution of
[...]tempts [...]ent should not

[...]e—

2. Umba[...]
3. Jullund[...]
[...] Ludhiána[...]
[...]shiárpur[...]

[...], wit[...]vation that His Honor is
[...]tand over till the services of a junior

Lastly, under the scheme suggested, our settlement survey and system of record would be gradually improved. All who have practical experience of this survey and record, I believe, admit that it is singularly good and sound; but we none of us assert that it is anything like what it ought to be, or that it cannot be much improved. It is, however, much easier to say this than to improve it without injuring its principal merits, which are its simplicity and adaptation to the intelligence of the agriculturist, and the ease with which it takes up alterations of tenure and variations of in the limits holdings.

We do not want the plane table field by field survey taken out of the hands of the patwaris, who understand and can be held responsible for the tenures and limits of fields to a degree to which no outsiders can obtain, but we want the means of founding their survey on an accurately surveyed skeleton of each village. If we had a permanent staff of Settlement Officers working leisurely in small areas at a time, we should soon be able by practical experience to tell the scientific surveyors how much detail was required to this end.

If Settlement Officers are assisted to this extent, and work continuously and without hurry in small areas, there is no reason whatever why the patwaris' plane table survey should not be as accurate as any similar work that could be turned out by the Survey Department itself. On the contrary, the Settlement Officers are as capable of being good practical surveyors as the Survey Department themselves; and as the Settlement Officers, their subordinates, and the patwaris have the advantage of the Survey Department in a thorough knowledge of the people, their tenures and agriculture; and as the correct use of the plane table is a very simple matter within the capacity of the most ordinary intelligence, the settlement plane table surely ought to be superior in every way to anything that could be effected by outsiders; provided always (as above stated) that the Scientific Survey Department gives an accurately surveyed skeleton of each village on which to base the plane table work.

15. But the question remains how are the present settlement leases to be reduced to the orderly series contemplated in paragraph 8.

This is a matter of arrangement of details. If the principles that the province is to be divided into 5 settlement circles, and that ordinarily no more than one-sixth of each circle is to be under regular settlement at one time are accepted, the arrangement of the details will not be found a matter of great difficulty. And the difficulty once met will never recur.

Part of the difficulty would be met by giving to one district at the coming settlement a 20 or 25 years' lease, to another a 35 years' lease instead of the ordinary 30 years' lease. In districts of which the record was in good order, we might make a summary settlement for 5, 10, or 15 years, thus: we could accept the rates of the old settlement as a fair basis, alter them by the ascertained difference in the price of produces, and apply the old rates so altered to the cultivated area shown by the patwaris' papers There is no reason to ...ppose that an extension of old leases made with care and moderation on such the ...is for 5, 10 or 15 years would be unacceptable to most districts.

8... To give a practical example of the method suggested, take one of ...sed settlement circles, of which the details are—

District.		Date of expiry of present settlement.
Delhi and		
	A	188...
D	B	
E	C	1888
F		1884
		1887

This, as respects the dates of expiry of existing settlements, is one of the cases which Government will have to meet if the sel... ...operat... staff being suddenly dispersed, adopted. I suppress the names of the distri... establishment, which is from time example to be converted into a definite proposal method, will be avoided. The as could be conceived, yet by the follow...orale will be greatly improved. into an orderly sequence:—

(1) Summarily re-settle the leases of the following districts:—

District.	Date of expiry of present lease.	Date up to which revised lease should be given.
A	1885	1895
C	1885	1900
E	1884	1905
F	1887	1910

(2) Make a complete re-settlement of the following districts:—

District.	Date of expiry of present lease.	Date on which settlement operations should commence.	Date by which new assessment could be made.	Date to which the new lease should be given.
B	1885	1882	1885	1915
D	1888	1887	1890	1920

(3) I assume that the Khewat work, fairing and winding up of each settlement, take nearly two years after the new assessments are announced. The settlement of district D. would thus be finished in 1892; the establishment would then be free to take up district A. It would be necessary to take up each district three years before the old lease expired, so as to keep up the orderly sequence of the leases of each district. In each term of 30 years a district would be under settlement for the last three years and the first two.

(4) If it is objected to renewing summarily leases for so long a term as 20 years, as is proposed in cases E and F, an extra settlement establishment can be employed for once, and these districts be regularly settled with leases expiring in A. D. 1905 and 1910 respectively; that is to say, from 1882 to 1890 two settlement establishments would work in this circle, and thereafter only one.

17. In giving this example, I have merely aimed at demonstrating, that it would be easy to arrange our leases in the desired orderly sequence. In actually selecting the course to be followed in each circle, a variety of considerations would arise. But it is not necessary to enter into further details here. If we once admit that our settlements should be done systematically and without hurry; that it is an evil to have a half or even a third of the province under settlement at one time; that to maintain *small* settlement establishments continuously at work is on every account preferable to the present alternations of excessive expansion and reduction in those establishments; and that ... system as I have sketched affords a real prospect of securing a con... patient attention to the many important problems surrounding the land ... tenures and agriculture of the country, the actual introduction of th..., dated will not be found to involve difficulties and sacrifices disproportionat...tematiza- the result aimed at.

...though His
...s any orders
...the Financial
...institution of
...ent should not

...e—

2. Umb...
3. Jullun...
4. Ludhiána...
5. Hoshiárpur...

in that order, as officers or available, wit... ...vation that His Honor is inclined to allow the Sirsa settlement to stand over till the services of a junior

SYSTEMATIZATION OF SETTLEMENT OPERATIONS IN THE PUNJAB.

No. 887S., *dated* LAHORE, 31*st August* 1876.

From—W. M. YOUNG, Esquire, *Settlement Secretary to Financial Commissioner, Punjab.*

To—*The* OFFICIATING SECRETARY TO GOVERNMENT, *Punjab.*

IN my No. 96S., dated 26th January last, the Financial Commissioner reported on the probable fiscal results of existing settlements, and gave some reasons for adopting a scheme of settlement operations by which the existing establishment would be utilized, with few reductions, until the year 1884.

Future settlement operations.

2. The settlements of the Delhi division will probably be completed during the official year 1877-78, and the Financial Commissioner has been considering the proposals which it will be necessary to submit in regard to the settlement of districts in which the existing term is nearly at an end.

A scheme proposed.

3. Instead, however, of making these proposals casually with reference to the condition of each district now ripe for re-settlement, he desires to take this opportunity of propounding a scheme, originally devised by Captain Wace, Settlement Officer of Jhelum, and supported by Mr. J. B. Lyall, Settlement Commissioner, by which the settlement of all the districts in the province can be undertaken in an orderly series.

The scheme described.

4. The scheme is fully described in the memorandum by Captain Wace, accompanying Mr. Lyall's No. 264, dated 4th February 1876, and the details are worked out in his second memorandum of 17th March 1876, which, together with Mr. Lyall's No. 35M., dated 2nd August, are herewith forwarded.

It consists of the following proposals :—

I.—To divide the Punjab for settlement purposes into five circles, each comprising two divisions.

II.—To arrange the leases in the districts comprised in these circles so that one district at a time shall be under re-settlement.

The results will be—

I.—That five districts will be always under settlement at a time and no more.

II.—That a trained settlement establishment will be maintained, the total strength of which will not vary much.

The advantages presented by the scheme appear to the Financial Commissioner to be very great. Some modifications may hereafter be found necessary as regards the details, but the general plan is one which is most worthy of ...tion.

settlem...

...advan-...

To enumerate some of the advantages. There would always be a trained settlement establishment working in each circle; a settlement would not be the exceptional operation it now is; the people ...e accustomed to the settlement officials, and there would be an ... division who would assist the Commissioner and Deputy Commis-...ting and recording agricultural statistics, training patwaris and ...ficials, and in many other ways supplementing the efforts of the ... in improving the revenue administration. Settlements made ...em will cause less disturbance and create less distrust and ... they now do. Large areas will not as heretofore, be brought ... one and the same time, and a more tentative system will be ... of importance attending settlement ...tions. The diffi-... whole district settlement ...ishment, which is from time ... demand for such ...sual method, will be avoided. The ...ler the present ...orale will be greatly improved. ... as well as its ...

This, as ... cases which Gov... adopted. I supp... example to be con... as could be concern... into an orderly se...

Objections met.

6. On the other hand, it cannot be objected to the scheme that it involves Government in any additional expense or makes the recurrence of settlements too frequent. It is obvious that the frequency of settlements can be regulated under the proposed scheme according to the uniform term of settlement ultimately to be introduced into all districts. The term proposed by Captain Wace is 30 years. Until the scheme is brought thoroughly into operation terms of various lengths will have to be fixed, which, according to the detailed proposals, will in no case be less than 19 years (see Captain Wace's statement VIII), and will average 28 years. This does not represent a greater frequency in settlements than would result from a continuance of the present system of taking up districts as the terms expire; and the expense to Government would be no greater.

Estimate of cost.

7. An approximate estimate of the annual cost of maintaining operations under the new scheme can be formed by taking the average cost of a number of settlements, and applying this expenditure to each of the five circles. The Financial Commissioner considers that a Settlement Commissioner should be retained to ensure uniformity in the treatment of the various matters which arise during a settlement. There must also, he thinks, be an Assistant Settlement Officer in each circle, or it will not be possible to keep up the special knowledge which it is one of the objects of the scheme to secure. An Extra Assistant Settlement Officer will also be required. The average annual cost of the establishment and contingencies of settlements now in progress defrayed from Imperial revenues is at a rough estimate Rs. 55,000, exclusive of European officers.

The cost under the proposed scheme will be approximately—

Rupees 55,000 × 5	=	Rs. 2,75,000
Settlement Commissioner's establishment and contingencies	=	„ 12,000
Settlement Commissioner's salary	=	„ 33,000
5 Settlement Officers' salary, say at Rs. 1,200 per mensem	=	„ 72,000
5 Assistant Settlement Officers' salary, say at Rs. 800 per mensem	=	„ 48,000
TOTAL		„ 4,40,000

The expenditure for the past five years is believed to be as follows :—

1871-72	Rs. 3,76,988
1872-73	„ 5,61,505
1873-74	„ 7,58,455
1874-75	„ 7,54,348
1875-76	„ 8,10,540
Average	„ 6,52,367

No. 997, *dated* SIMLA, 29*th August* 1877.

From—C. L. TUPPER, Esquire, *Under-Secretary to Government, Punjab,*

To—*The* SECRETARY TO FINANCIAL COMMISSIONER, *Punjab.*

I AM desired to acknowledge the receipt of your letters No. 887, dated 31st August 1876, and No. 413, dated 2nd May last regarding the systematization of settlement operations in the Punjab, and to observe that, although His Honor the Lieutenant-Governor is not prepared at present to pass any orders on the general scheme drawn up by Major Wace, he agrees with the Financial Commissioner in thinking that instructions as to the future institution of settlement proceedings in districts not at present under settlement should not be delayed.

2. The districts which should be put under settlement are—

1. Sirsa
2. Umballa
3. Jullundur
4. Ludhiána
5. Hoshiárpur

in that order, as officers or available, with the reservation that His Honor is inclined to allow the Sirsa settlement to stand over till the services of a junior

officer can there be employed. For the settlements in the divisions of Umballa and Jullundur the Lieutenant-Governor is anxious to secure experienced officers, if practicable, as the revenue of the districts affected is large, and the change since last settlement very considerable. The settlements which will now be undertaken should be subject to the control of the Settlement Commissioner. I am accordingly to invite the submission of the Financial Commissioner's specific recommendations with reference to the above remarks.

3. The original enclosures of your letter of 31st August of last year are herewith returned.

No. 489 S., *dated* SIMLA, *15th September* 1884.

From—H. C. FANSHAWE, Esquire, *Officiating Junior-Secretary to Government, Punjab*,

To—SECRETARY TO THE GOVERNMENT OF INDIA, *Revenue and Agricultural Department*.

I AM directed by the Lieutenant-Governor to submit, for the consideration and sanction of the Government of India, the following proposals for the re-arrangement of the Settlement Department of the Punjab.

2. By the letter of the Officiating Secretary to the Government of India, No. 339, of 23rd July 1880, the strength of the Department was fixed at five Settlement Officers and three Assistant Settlement Officers. Of these the Senior Settlement Officer was to draw a pay of Rs. 1,100 per mensem, and the other Settlement and Assistant Settlement Officers were to draw the pay and allowances to which they were entitled by their standing in the Commission up to and including the position of Assistant Commissioner of the 1st class. The special allowances for Settlement Officers, consisted of two allowances of Rs. 600 per mensem, two of Rs. 400 per mensem, and one of Rs. 200 per mensem. For Assistant Settlement Officers an allowance of Rs. 100 per mensem was fixed, to be increased to Rs, 200 when they were placed in charge of a separate party. Five Extra Assistant Commissioners were also added to the staff with a monthly allowance of Rs. 50 each.

3. The above arrangements were sanctioned tentatively for a period of five years, of which the fifth year is now running. The Lieutenant-Governor is, however, compelled to refer the subject for further consideration before the expiry of the full term, partly because of the introduction of the scheme for the re-organization of the Punjab Commission under which the post of Settlement Commissioner will be merged in that of Junior Financial Commissioner; and partly by the necessity of devising means for the efficient supervision and control of the Kanungo staff which is about to be re-modelled throughout the province. Briefly stated, the proposals for which His Honor desires the sanction of the Government of India are as follows :—

(1) that the allowances to Assistant Settlement Officers be abolished, and that a sixth allowance for a sixth Settlement Officer be added to those already sanctioned;

(2) that of the six Settlement Officers the senior be appointed to the immediate charge of the working of the Kanungo agency;

(3) that the amounts of the six Settlement allowances be redistributed so as to make them more suitable to the present system of selecting Settlement Officers; and

(4) that Extra Assistant Commissioners now employed in Settlement be appointed Revenue Assistants to the Commissioners of the five principal divisions of the province, their allowances being increased from Rs. 50 to Rs. 100 per mensem.

The reasons for each of these recommendations will be explained in detail.

4. It will be seen from the correspondence noted in the margin, of which a copy is annexed to this letter, that the original proposals of the Financial Commissioner and of the Commissioner of Settlements and Agriculture differed considerably in point of detail from those now submitted for approval. For various reasons, however, which need not be stated here, the Lieutenant-Governor

Letter from the Senior Secretary to the Financial Commissioner, No. 110 C., of 30th June 1884, and enclosures.

was unable to approve of certain features in the original recommendations, or of the modifications of them which were at first proposed. The present scheme has been devised by a committee of the officers named the margin to whom the question was referred by His Honor, and Sir Charles Aitchison is disposed to think that on the whole it is the best possible, and will be found to work successfully in practice. The proposals are based throughout on the assumption that the Government of India will continue to share the expenditure of the scheme, which does not involve any additional outlay, in proportion to its share of the land-revenue of the province. The grounds of this assumption will be explained hereafter.

The Officiating Financial Commissioner of the Punjab.
The Officiating Secretary to the Punjab Government.
The Commissioner of Settlements and Agriculture.
The Officiating Junior Secretary to the Punjab Government.

5. The proposal to abolish the present allowances of Assistant Settlement Officers and to create an additional allowance for a sixth Settlement Officer is based on two grounds. In the *first* place, it is desirable if possible to maintain the number of Settlement parties at five. The Settlement Department has been carefully organized during the last four years on the understanding that the strength of five parties would be permanent, and a reduction of this number could be arranged only at considerable inconvenience. Moreover, the number of Settlement parties was originally fixed, with the intention that they should work over the whole province in the course of 30 years, a result which, as far as can be seen at present, it will not be possible to attain should they be reduced to four. It is true that the average duration of Settlement operations may hereafter become less than five years; but this will not be until the time for taking up work in districts settled since 1870 has come round, that is to say for some ten years yet. If experience then shows that the work of revision of Settlement can be completed very much more quickly than at present, proposals will doubtless be made for reducing the number of Settlement parties, but under existing circumstances it does not appear wise to do so. In the *second* place, the need for allowances to Assistant Settlement Officers has in a large measure been done away with by the changes made regarding these appointments in order to facilitate the training of junior officers of the Commission in Settlement work. From the correspondence noted in the margin it will be seen that the plan finally accepted as the best for effecting the above purpose was that in future there should be no Assistant Settlement Officers regularly attached to Settlements the whole year round, but that if possible six* junior officers should be placed under training for a period of six months during each cold weather, the course of instruction being extended by a similar period subsequently in the case of those who might show special aptitude for such work. It was originally intended that the young officers under training should draw an allowance of Rs. 100 per mensem; but as they will seldom be of more than a few years' service, there is no necessity to grant them any allowances, and the Lieutenant-Governor would therefore propose to divert the sum of Rs. 300 per mensem, originally sanctioned for allowances for Assistant Settlement Officers, to the creation of an allowance for a sixth Settlement Officer.

Proceedings No. 3A., Revenue, of November 1883.

6. If this recommendation be accepted by the Government of India, there will in future be six Settlement Officers, of whom one will, as heretofore, draw a pay of Rs. 1,100 per mensem, and the others will draw the pay, substantive and officiating, to which they are entitled by their position in the ranks of the Commission, provided that none of them shall draw a pay higher than that of Assistant Commissioner of the 1st class. Of these six officers it is proposed to appoint the senior, who, as above noted, will draw pay of Rs. 1,100 per mensem, and will be in receipt of an allowance of Rs. 600, to the charge of the control and supervision of the new Kánungo agency.

The necessity of the appointment of a special officer for this work will, His Honor believes, be readily admitted by the Government of India, and it is not perhaps necessary to enter at length on the reasons which demand its creation. These are explained in Lieutenant-Colonel Wace's letter No. 305, of the 19th June last, and are fully accepted by Sir Charles Aitchison. In para. 10 of

* *Note.*—In future only four junior officers will be sent annually for training in the Settlement Department as the permanent withdrawal of a sixth Settlement Officer from the line of the Commission will be equivalent, to the deputation of two officers for six months each.

Mr. Tupper's letter No. 97-675, dated 5th June 1882, the Lieutenant-Governor expressed a doubt as to whether an Assistant to the Commissioner of Agriculture was really needed; and in the subsequent correspondence which took place with the Government of India on the subject of the re-organization of the Kánungo agency, the appointment in question was not pressed. In my letter No. 15 C-1485½, of 6th December 1882, however, sanction to the appointment of an Assistant was solicited as a temporary measure. This proposal also was subsequently allowed to fall into abeyance as it was thought that the abolition of the post of Settlement Commissioner, and the creation of that of Junior Financial Commissioner, would probably obviate the necessity of the appointment. Since then, however, the Lieutenant-Governor has had further opportunities, duringthe discussions regarding the final scheme for the re-organization of the Kánungo agency and the revision of the Kánungo and Patwári Rules, of judging of the magnitude of the work to be done, and he is now satisfied that if the re-organization is to bear the fruit which is expected of it, the work must be most carefully directed and supervised for years to come, and that the efforts of district officers in this direction must be seconded and furthered by special assistance. It is impossible, however, for the Senior or Junior Financial Commissioner to undertake this task, which will involve the careful and minute examination on the spot of the work of hundreds of subordinate officials annually; and therefore if the work is to be done properly, it must be entrusted to a special officer able to devote the whole of his time and attention to the subject. Without such supervision the re-organization of the Kánungo staff cannot, as it appears to the Lieutenant-Governor, be considered satisfactory or complete; and in the absence of it, there is risk that the money which will be spent on the improvement of the subordinate supervising agency of the Revenue Records of the province may, in some cases, be spent in vain. After fully considering the matter with the Financial Commissioner and the Commissioner of Settlements and Agriculture, Sir Charles Aitchison is of opinion that it is of the greatest importance to place the supervision of the Kánungo agency once for all on a satisfactory and permanent basis, and he therefore trusts that the Government of India will be able to sanction the recommendations which he has submitted with this object.

As regards the designation of the officer on whom the work of control and supervision of the above agency will fall, various suggestions have been made. It has been proposed that he should be called "Director of Agriculture," "Inspector of Revenue Records," and "Deputy Commissioner of Settlements." The first designation is hardly appropriate, as the actual amount of work which can be said to fall properly to the functions of a Director of Agriculture will be very small for many years in this province. On behalf of the last designation there is this much to be said, that the officer in question will be required from time to time to inspect the measurement and other field work of the Settlement Department, and perhaps to help to a limited extent in the supervision of the general operations of Settlements. On the whole, the Lieutenant-Governor is disposed to think that the most suitable title will be that of Director of Settlements and Revenue Records. The duties of this officer and his relations to the Office of Financial Commissioner will be those explained in paragraphs 2 and 3 of Lieutenant-Colonel Wace's letter above quoted.

7. Since the scale of special allowances now in force was sanctioned in 1880 the circumstances under which officers are appointed to the Settlement Department have undergone modifications which render a re-adjustment of the allowances desirable. Formerly while a large number of Settlements was in progress in the Punjab it was often necessary to appoint officers of comparatively junior standing to their charge; and as it was customary then to allow an officer to remain in the department until he rose nearly to the top, the special allowances of the lower grades were naturally pitched low. Now, however, that the number of Settlements has been largely reduced, officers appointed to the actual charge of operations will seldom be of a less standing than seven or eight years' service; and, as in order to facilitate promotion in the Settlement Department in its present reduced shape and to obviate the disadvantages which are apt to be caused by the prolonged absence of officers from the general line of the Commission it has been determined that as a rule no Settlement Officer shall

be entrusted with the charge of more than one complete Settlement, it is desirable to alter the existing scale of allowances. The original proposals made by the Settlement Commissioner and Financial Commissioner in this regard did not altogether commend themselves to the Lieutenant-Governor, as, for the reasons stated in the recent correspondence on the subject of the re-organization of the Kanungo agency, Sir Charles Aitchison considers it undesirable that a uniform allowance should be drawn by a Settlement Officer throughout the whole course of his work; but I am to say that the following proposals have been accepted by the above officers as satisfactory. The allowance of the Senior Settlement Officer will remain at Rs. 600, as now. The remaining allowances, which consist of one of Rs. 600, two of Rs. 400, and one of Rs. 200 per mensem, involve, with the sum of Rs. 300 now drawn by Assistant Settlement Officers, a monthly expenditure of Rs. 1,900. The principle on which the Lieutenant-Governor would wish to see these allowances distributed is that of length of service in the Settlement Department, and he would accordingly propose that Settlement Officers should in future draw the following allowances during the Settlement of which they hold charge, subject to the same conditions as those under which they are now drawn:—

1st year	Rs.	200	per mensem.
2nd „	„	300	„
3rd „	„	300	„
4th „	„	400	„
5th „	„	400	„

A Settlement Officer would thus draw an average allowance of Rs. 320 per mensem during the five years for which his work would ordinarily last. This is the same amount as that recommended by Lieutenant-Colonel Wace and somewhat less than that proposed by Colonel Davies. The aggregate of the average allowances drawn by Settlement Officers will be Rs. 1,600 only per mensem as against Rs. 1,900 now sanctioned. A saving of Rs. 300 per mensem will thus be effected, which it is proposed to utilise in part by increasing the allowances of the Extra Assistant Commissioners now in Settlement, but whose employment hereafter on the general Revenue Record work of the province forms the fourth feature of the present scheme.

8. The reasons for the above proposal are stated at length in a memo. by the Commissioner of Settlements and Agriculture which is attached to this letter, and the Lieutenant-Governor agrees with Lieutenant-Colonel Wace that it is very necessary to provide as far as possible a special establishment for the close supervision of the Kanungo agency in each division. As an officer is required to control and direct the whole work of the province, so officers will be required to supervise the actual work of Patwaris and Kanungos from the point of view of Commissioners, who cannot be expected to enter into much of the detailed work involved by the efficient maintenance of a Revenue Record, but which nevertheless requires constant scrutiny. This agency can be supplied without extra cost to Government by transferring to the general line for employment on the above duties the Extra Assistant Commissioners now in Settlement. This transfer is rendered possible by the new system of Settlement operations, and by the fact that the whole body of Settlement officials is now highly efficient, and that no necessity exists, as has often been the case in the past, for employing untrained men. The Commissioner of Settlements and Agriculture proposes therefore that during the next year and a half the five officers in question should be gradually relegated, according as they can be spared and the necessity for their services arises, to inspection work in the divisions noted in the margin. This will leave the Peshawar division without a Revenue Assistant for the present; but the revenue work of that division bears no comparison to the revenue work of the others in point of importance. Lieutenant-Colonel Wace is of opinion that as these officers will be required to remain in the Revenue line, and will thus as a rule be debarred from promotion to the grade of Subordinate Judge, their present allowances of Rs. 50 per mensem should be raised to Rs. 100 per mensem. This proposal has the strong support of the Lieutenant-Governor, and His Honor trusts that it will

Rawalpindi, Derajat, Lahore, Jullundur, Delhi.

be sanctioned by the Government of India. As has been shown in the preceding paragraph the savings effected in the allowances to Settlement Officers, *viz.*, Rs. 300 per mensem, will more than cover the proposed permanent expenditure for increasing the allowance to Extra Assistant Commissioners, which will amount to Rs. 250 per mensem only. The present establishment sanctioned for Extra Assistant Settlement Officers, as shown in the margin, will, it is proposed, be transferred with them when they take up their new divisional duties.

	Cost per annum. Rs.
3 Office Munsarims ...	990
2 Chuprassis ...	120
1 Tent-pitcher for 6 months ...	36
2 Punkha coolies, do. ...	48
1 Sweeper ...	12
Total ...	1,206

9. The financial results of the scheme at present in force and of that proposed for sanction may be shown as follows:—

	Rs.	Cost now per mensem.
Deputy Commissioner of Settlements		Rs. 1,100
Allowance to Deputy Commissioner of Settlements ...		„ 600
Allowance to 4 Settlement Officers and 3 Assistant Settlement Officers, *viz.*,		
1 at	600	
2 at Rs. 400 ... ... =	800	
1 at	200	„ 1,900
3 at Rs. 100 each ... =	300	
Allowances to 5 Extra Assistant Settlement Officers at Rs. 50 each		„ 250
Total		„ 3,850

	Proposed cost per mensem.
Director of Settlements and Revenue Records	Rs. 1,100
Allowance to ditto	„ 600
Allowances to 5 Settlement Officers on an average of Rs. 320 each per mensem, as shown in paragraph 7 ...	„ 1,600
Allowances at Rs. 100 each to 5 Extra Assistant Commissioners	„ 500
Total	„ 3,800

There will therefore be an actual saving to Government of Rs. 50 per mensem when the scheme has been completely carried out. For the present, however, a small extra expenditure will be necessary, as until the work of the South Umballa and Rawalpindi Settlements is more advanced it will be necessary to retain the services of Assistant Settlement Officers already attached to them The Commissioner of Settlements and Agriculture is of opinion that the services of these officers will not be required for more than 18 months from the present date, and that probably they can be dispensed with earlier than the close of the cold weather of 1885-86. Assuming, however, that they will be retained till then, the extra cost involved will be Rs. 3,600 against a gain of Rs. 900 during the same period; and the Lieutenant-Governor hopes that the Government of India will not object to sanction this small extra expenditure of Rs. 2,500. It is of the utmost importance that an officer should be appointed at once to supervise the introduction of the new Kanungo system from the first, and the Lieutenant-Governor proposes to nominate an officer to the post as soon as the sanction of the Government of India is accorded to the present proposals.

As the allowance of Rs. 600 which it is intended to attach to the Office of Director of Settlements and Revenue Records is at present drawn by the Deputy Commissioner of Settlements and will not be available till May or June next, it is proposed that the officer selected should draw an allowance of Rs. 200 per mensem, until such time as Mr. Purser may go on leave, when he will receive the full allowance of Rs. 600 per mensem, and will be appointed to officiate in the post of Rs. 1,100 per mensem so long as Mr. Purser is on furlough. On the expiry of his furlough Mr. Purser will revert to the general line of the Commission, and a permanent appointment will be made to the post of Director of Settlements and Revenue Records. Until the work of the Hoshiarpur Settlement is completed, and the second allowance of Rs. 600

becomes available for re-distribution as explained in paragraph 7, the appointment of a sixth Settlement Officer will involve an extra expenditure of Rs. 100 per mensem as shown in the margin. This expenditure will probably last for seven months, and added to that of Rs. 2,500 above shown, will involve a total additional cost of Rs. 3,200 while the new scheme is being completely carried into effect. If the Government of India consider such a course permissible the extra cost of Rs. 700 caused by the appointment of the Director of Settlements and Revenue Records might be charged to the provision for the improvement of the Kanungo establishment.

At present.	Rs.	*Proposed.*	Rs.
1 Settlement Allowance	600	1 Settlement Allowance	600
2 Do. at Rs. 400=	800	2 Do. at Rs. 400=	800
1 Do. at „ 200=	200	2 Do. at „ 200=	400
3 Assistant Settlement Officers at Rs. 100 each =	300	2 Assistant Settlement Officers at Rs. 100 each =	200
Total ...	1,900	Total ...	2,000

10. The above scheme has been worked out with much care, and is, the Lieutenant-Governor considers, the best that can be devised for the province. Throughout the discussions which have taken place regarding it, Sir Charles Aitchison has insisted that the arrangement made should be a permanent one and no makeshift, as was suggested at one time, and His Honor feels assured that the Government of India will agree with him in this respect. It is of the highest importance that the re-organization of the Kanungo system should be placed on a complete and fixed basis from top to bottom at the very commencement; and unless this is done it is possible that the large extra expenditure which has been undertaken by the Supreme and local Governments with the object of improving the position and pay of Kanungos may to some extent be incurred uselessly. At one time during the discussions on the question it was proposed to provide the means of completing the scheme of the Kanungo agency by reducing the number of Settlements to four. This proposal was however ultimately considered undesirable, both for the reasons stated in paragraph 5 and for the further reason that such a reduction would have caused a heavy loss to the Imperial and Provincial Revenues by the deferment of the introduction of enhanced assessments hereafter. It is calculated by Lieutenant-Colonel Wace that this loss would not be less than one of eight lakhs of rupees, if the settlement of the Gurdaspur district, which will be next undertaken were alone to be deferred for five years; and the loss would of course continue to increase progressively with every Settlement of which the commencement was delayed.

11. It has been stated in paragraph 4 that the present communication has been based throughout on the understanding that the Government of India will be willing to continue to share the present expenditure of the Settlement Department after a portion of it has been assigned to meet the cost of the posts of officers who will be entrusted with the new duties above explained. The reasons of Sir Charles Aitchison for believing that the Government of India will accept this position are as follows. The general improvement of the village Revenue Records which has been undertaken by the orders of the Secretary of State and the Government of India has for its object the desirability of avoiding the elaborate and expensive Settlements now made from time to time, and thus relieving the people of the burden and the Government of the cost of these operations, at the same time that it secures the rights of property and the correct compilation of statistics. The measures taken to effect this improvement are therefore properly part of Settlement operations; and this view has, the Lieutenant-Governor understands, practically been accepted by the Government of India in agreeing to share the cost of the re-organization of the Kanungo agency. The purposes of this re-organization, including the necessary supervision which is provided by the present proposals, are not purely provincial purposes, but shared purposes, *viz.*, the simplification and improved efficiency of Settlement operations, and the cost involved by them should therefore be shared also. Sir Charles Aitchison does not consider it necessary to enlarge upon this contention, because, as already said, he believes that it is accepted by the Government of India. His Honor would observe, however, that it is quite impossible for Provincial Revenues in their present condition to bear the whole cost of the post of Director of Settlements and Revenue Records. Should the Government of India be unable to assent to the above proposition, two courses only are left open to the Lieutenant-Governor. On the one hand,

the proposal to appoint an officer to control and direct the operations of the new Kanungo staff may be allowed to drop altogether. This would be most undesirable, as His Honor is now satisfied that sooner or later such an appointment must be created if a proper return for increased expenditure on the Kanungo staff is to be secured, and that any delay in creating the post will be productive only of unsatisfactory work and loss. On the other hand, it would be possible to reduce the number of Settlements to four, and to devote the savings which would thus fall to Provincial Revenues to the creation of the post required. This alternative is a feasible one, but as explained in the present letter it will necessarily result in serious pecuniary loss both to the Imperial and Provincial Governments. Sir Charles Aitchison therefore trusts that the Government of India will approve of the present proposals and will agree to share the expenditure involved by them, which will ultimately result in a small saving in the cost of operations, of which the charge is already shared by the Supreme Government.

MEMORANDUM *by* Lieutenant-Colonel WACE, *Commissioner of Settlements and Agriculture, on the employment of an Agricultural Assistant in each Division.*

I THINK it essential that in each division, except Peshawar, there should be an Extra Assistant Commissioner selected for his revenue and settlement experience who shall stand in a relation to the Commissioner of the Division similar to that in which the Director of Agriculture will stand to the Financial Commissioner, and whose duties in respect of the division shall be of the same nature as those of the Director of Agriculture in the Province. These duties are well described in paragraph 124 of Part I. of the Famine Commission's Report. The Famine Commission contemplated the appointment of an officer with these duties in each district. This is under present circumstances impracticable. But it is of the greatest importance and indispensable to the success of the Director's work, that there should be in each division one Extra Assistant Commissioner solely devoted to the duties detailed by me at the commencement of paragraph 2 of this note. There will be neither adequate uniformity and organization, nor sufficient knowledge of and adoption to local circumstances unless the Director of Agriculture is assisted in this manner. The Commissioner of the Division will also need assistance in the inspection of the village records of his charge, for his duties will be very heavy, and he cannot be expected to spend days and hours in testing Patwaris' records. And to Deputy Commissioners themselves the inspection reports of a selected native official of revenue experience will be acceptable, as relieving them to some extent of a duty which often takes up time that they can ill spare. The mere knowledge that a certain portion of the village work in each district will be inspected by an independent officer of experience will go far to check lax practices; and such inspection will be a great aid to the maintenance of an approximately uniform standard of work throughout each division.

2. Another reason I have for advocating the appointment of these officers is, that we should thereby be able to establish efficient training schools for the Patwaris and Kanungos of each division. My proposals for a Central School of Survey and Record have been rejected by Government; and when the Government's answer, was first received, I neither thought it right to press my views further, nor did I then see any practicable basis on which to make further proposals. But I feel that I cannot avoid the duty of making a further representation on the subject. The inefficiency and uncertain results of the existing Patwari Schools are not denied. Occasionally they may act efficiently; but the teacher being a man on Rs. 30 a month, with no claim to pension, no real standard of merit can be looked for in such schools. To say that the Kanungo and Sadr Kanungos shall be responsible for teaching Kanungo and Patwaris is to assume a standard of efficiency and willingness in this agency which we cannot look for for some years to come. Elsewhere that standard exists. I am confident that organized arrangements for training new hands in the practice of survey and preparation of field records will still be considered essential. But we have to do with affairs as they now exist; and in present circumstances we sorely need reliable training schools; and the existing Patwari Schools are not worthy of confidence. I hope, therefore, it may meet the views of the authorities if I suggest that the Extra Assistant Commissioner attached to the Commissioner of each division for Agricultural duties be made responsible for

giving a practical training to all new Patwaris and Kanungos in survey and village record work. The rules under which Patwaris and Kanungos should be appointed are under consideration. Certain tests prior to appointment will necessarily be prescribed; but though these tests many include some theoretical knowledge of survey and village record work, they cannot include the practice of it in any reliable degree.

We can undertake to make men who are actually appointed to the Government's service practical surveyors, but we cannot undertake to train every one who wishes to be appointed. If there is in each division an Extra Assistant Commissioner of Settlement experience devoted to agricultural duties, then I can undertake so to modify the existing Patwari Schools as to supply in each division one or more efficient training institutions under the control of this Extra Assistant Commissioner, and the detailed proposals on this point can be so arranged as to cause as little inconvenience as possible to the Government's service and to Deputy Commissioners. But if there is no Extra Assistant Commissioner employed in each division on such duties, then I confess that the Government's reply of the 13th March last leaves me in a dilemma. I shall have at the same time to furnish to Government that security for the efficiency of the Patwari survey and record desired by the Government of India's Resolutions No. 6, dated 8th December 1881, and No. 45, dated 4th September 1882, and also, for at least some years to come be cut off from any adequate facilities for supplying organized training to the Patwari and Kanungo agency.

3. And here I would remark that while it is the case that the Settlement establishments do supply a certain number of men who can be employed in districts not under Settlement, this source of supply is much more limited than appears to be supposed. The Settlement establishments are now of small strength and the Patwaris work singlehanded; each man really doing the work of his own circle. And I find it necessary to place under some restraint my demands on Settlement Officers both for the training of outsiders and for the supply of trained men to Revenue establishments.

RE-ORGANIZATION OF THE SETTLEMENT DEPARTMENT OF THE PUNJAB.

No. $\frac{787R}{175-4}$, *dated* CALCUTTA, *the 29th November* 1884.

From—T. W. HOLDERNESS, Esquire, C.S., *Offg. Secretary to the Government of India, Revenue and Agricultural Department,*

To—*The* SECRETARY TO GOVERNMENT *Punjab.*

In reply to your letter No. 489 S., dated the 15th September 1884, submitting proposals for re-organizing the Settlement Department of the Punjab, I am directed to say that His Excellency the Governor-General in Council approves generally of the scheme, and has requested the Secretary of State to sanction it.

2. In the special circumstances of the case, the Government of India will consent to pay, for the present, from Imperial Revenues, the same share of the cost of the Director of Settlements and Revenue Records and of the Extra Assistant Settlement Officers when they are transferred from the Settlement Department to the ordinary Revenue Establishment as it receives of the Land Revenue of the Province. But with reference to paragraph 11 of your letter, I am to say that the Government of India has not accepted, as a basis for the division of charges between Imperial and Provincial, any principle other than that so frequently and so plainly laid down, namely, that the incidence of charges shall depend on the head under which the expenditure is recorded in the accounts. It is entirely at the option of the Government of India whether, in any particular case, for special reasons, any relaxation of that principle may temporarily be sanctioned.

3. The proposal to transfer the Extra Assistant Settlement Officers from Settlement work to the ordinary Revenue Establishment, and to employ them under the orders of Divisional Commissioners in supervising the provincial staff of patwaris and kanungos, is accepted as a measure correct in principle. It is, however, open to the possible objection that for the present it may be found difficult to withdraw all these officers from Settlement duties without weakening the working power of the several Settlement parties. The force of the objection has no doubt been considered by the committee of officers which prepared the scheme, and it is inferred from your letter that this part of the programme is to be adopted gradually. The Government of India therefore considers that at present no change need be made in the designation or status of the Extra Assistant Settlement Officers, but that the Punjab Government should be authorized to employ any or all of them, whenever they can be relieved of Settlement work, as Revenue Assistants attached to Commissioners of Divisions. The Secretary of State has been recommended to sanction the scheme for a term of five years, and the question can be reviewed in the light of experience at the end of that period.

4. In treating the present proposals as provisional and open to review, the Government of India is influenced by the hope that when the backward districts requiring a complete revision of assessment have been resettled, the increased attention paid to the maintenance of the annual village records may lead ultimately to the absorption not only of the Uncovenanted Settlement Officers, but also of the separate Settlement Department itself into the ordinary Revenue Establishment. This is one of the main objects of the Settlement policy advocated by the Government of India, and although the present circumstances of the Punjab may not admit of that policy being immediately and unreservedly accepted in its various details, I am to express the hope that it will not be lost sight of. The Government of India is unwilling to assume the permanent necessity for a separate Settlement staff in the province, although it admits that it may be required for a period of ten years or more from the present date. With these remarks the Government of India is fully prepared to accept the scheme before it as likely to result in a distinct administrative gain, but desires that the whole scheme should again come under review after five years.

5. With reference to paragraph 9 of your letter, a telegram from this office of the 19th instant sanctioned, in anticipation of the Secretary of State's approval of the scheme, the temporary allowance of Rs. 200 a month for the officer who may be selected to hold the appointment of Director of Settlements and Revenue Records. The allowance, as you explain, will cease when the present Deputy Commissioner of Settlements, Mr. Purser, goes on leave next year.